



OJJDP Annual Report on
MISSING CHILDREN
1989

**OJJDP Annual Report on
Missing Children 1989**

Office of Juvenile Justice and Delinquency Prevention

Robert W. Sweet, Jr.
Administrator

The Assistant Attorney General, Office of Justice Programs, coordinates the activities of the following program Offices and Bureaus: the Bureau of Justice Statistics, National Institute of Justice Bureau of Justice Assistance, Office of Juvenile Justice and Delinquency Prevention, and Office for Victims of Crime.

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FOREWORD

T

he tragedy of a missing or exploited child affects all of us either directly or indirectly. People across our Nation are distressed over the number of children who are abducted, who run away from home or suffer abuse and, as a consequence, endure psychological trauma and physical harm. America is now facing an unprecedented challenge on how to deal effectively with this problem. Because this issue is frequently linked to family dysfunction, we must do everything in our power to strengthen the family structure. We must also vigorously prosecute those who abduct or abuse children.

In years past, the three primary defenses against family dysfunction were the home, the school, and the church. The principles of right and wrong, compassion for others, selflessness, kindness, and love were taught at home, reinforced at school, and preached from the pulpit. Today, because of increased family dysfunction and the resultant increase in missing or abused children, many of the youngest and most vulnerable among us have few or none of these social institutions to defend them against harm, or provide them with care and guidance.

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) is the Federal agency with primary responsibility for addressing missing and exploited children's issues. As such, this Office has a duty to help communities coordinate and concentrate the resources of schools, child welfare, law enforcement, district attorneys, courts, churches, and missing children service organizations to more effectively respond to the needs of missing and exploited children and their families. We are also dedicated to helping communities foster initiatives that will protect all children from abduction and exploitation.

One of the primary efforts OJJDP supports is a program to determine the best ways to reunite recovered children with their families, and to help them make the necessary adjustments back to normal family life after an incident occurs. The National Center for Missing and Exploited Children (NCMEC) has generated nationwide teamwork among a variety of organizations serving missing children and their families. The Center has provided technical assistance in thousands of cases of missing and exploited children. Since its inception in 1984, the NCMEC hotline has handled over 400,000 telephone calls in response to parents,

citizens, police, courts, and lawyers seeking information or assistance in dealing with a missing or exploited child.

These and other OJJDP-sponsored initiatives are described in this *OJJDP Annual Report on Missing Children: 1989*. To assist parents and others working with missing and exploited children, this Report also summarizes Federal, State, and local programs for missing children and lists OJJDP publications, nonprofit missing children organizations, and State clearinghouses.

It is my hope that the information provided in this Report will be used to help develop communitywide efforts to protect our children from abduction and exploitation. Together we can make a difference.

Robert W. Sweet, Jr.
Administrator

INTRODUCTION

A

missing child can be a youth who runs away and is vulnerable to abuse or exploitation, is abducted by a family member or stranger, or is abandoned or forced from home. The Missing Children's Assistance Act of 1974, Title IV of the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, as amended, defines a missing child as:

Any individual, less than 18 years of age, whose whereabouts are unknown to such individual's legal custodian—if the circumstances surrounding the disappearance indicate that (the child) may possibly have been removed by another person from the control of his/her legal custodian without the custodian's consent; or the circumstances of the case strongly indicate that (the child) is likely to be abused or sexually exploited.

The JJDP Act charges the Office of Juvenile Justice and Delinquency Prevention (OJJDP) with the responsibility of addressing the national tragedy of missing and exploited children. The legislative mandate was reinforced in 1988 when Congress amended the JJDP Act to require that the OJJDP Administrator report annually the following information to the President, Speaker of the House of Representatives, and the President pro tempore of the Senate:

- A comprehensive plan to facilitate coordination and cooperation among all agencies and organizations with responsibilities related to missing children.
- A summary of effective models of Federal, State, and local coordination and cooperation in locating and recovering missing children, and programs that provide treatment, counseling, or other assistance to parents of missing children or to children who have been abducted.
- A description of how the OJJDP Administrator satisfied the requirements of the Missing Children's Assistance Act.
- A description of the telephone calls received on the national toll-free telephone line, as well as the activities of the national resource center and clearinghouse.

- A description of the OJJDP-funded research and demonstration projects for missing children and their families.
- A description of the State clearinghouses that received funding from OJJDP.

This *OJJDP Annual Report on Missing Children: 1989* fulfills the reporting requirements mandated in the JJDP Act, as amended.

Since the passage of the Missing Children's Assistance Act in 1974 and the amendments to the Act in 1988, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) has been at the forefront of the Nation's efforts to help missing children and their families, and prevent children from leaving home or becoming victims of abduction. In FY 1989, the OJJDP Administrator funded 10 new initiatives and continuation programs whose goals ranged from identifying, describing, and strategizing ways to eliminate problems custodial parents have when trying to recover their children who have been abducted by a noncustodial parent; to developing reliable estimates of the number of children reported missing in our Nation during a given year and the number of missing children who are recovered; to developing ways to help families adjust when a missing child is reunited with parents and siblings.

To ensure adequate staff support and oversight for the Office's missing children initiatives, the OJJDP Administrator appointed a Missing Children's Program Director. The Director works closely with OJJDP staff who monitor missing children grants and make site visits to facilitate coordination among national organizations working in the missing children area, as well as to encourage program development in various parts of the country. The Director also serves as a key link in interagency information sharing about the missing children issue. Under the direction of the Administrator, the Director conducts formal quarterly meetings with OJJDP's missing children grant monitors to improve coordination among projects and provide a forum for discussing project findings and accomplishments.

The Administrator further supports the Missing Children's Program by requiring OJJDP's technical assistance contractor, the Juvenile Justice Resource Center (JJRC), to provide ongoing support services for OJJDP-sponsored meetings on missing children, peer reviews of missing children grant applications, and conference speakers. In addition, JJRC publishes reports on missing and exploited children issues and the programs sponsored by OJJDP as well as other Federal, State, and local agencies. OJJDP's publications address such topics as preventing child sexual exploitation, the law enforcement response to missing children, and

stranger abduction homicides of children. (See appendix A of this Report for a complete listing of OJJDP's publications about missing children.)

During FY 1989, the Missing Children's Assistance Act of 1974 provided the impetus for the efforts of many Federal and State agencies and private nonprofit organizations to locate missing children, apprehend and prosecute abductors, and provide ongoing services from initial reporting to aftercare and counseling. State clearinghouses aid these efforts by collecting data about missing child cases and assisting in the search for and the recovery of missing children. (Appendix C of this Report provides a complete listing of the State clearinghouses.)

When the Attorney General's 1985-1987 Advisory Board on Missing Children released its 1986 report titled, *America's Missing and Exploited Children: Their Safety and Their Future*, it included 24 recommendations for protecting our Nation's children from becoming missing or exploited. This Report documents the encouraging progress that has been made toward fulfilling the recommendations. Chapter 7 of this report documents the progress that has been made since 1986. We continue to unite our efforts at the Federal, State, and local levels to ensure there will be a day when children will no longer be missing or exploited.

CHAPTER 1

COORDINATING RESPONSES TO PARENTAL ABDUCTION



In its annual report on missing children last year, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) described many approaches for enhancing coordination and cooperation among the public and private-sector organizations that deal with missing and exploited children and their families. For its 1989 report, OJJDP has decided to focus on parental kidnapping as the subject of its comprehensive plan. Congress mandated such a plan in its 1988 amendments to the Missing Children's Assistance Act, Title IV of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended.

What Is Parental Abduction?

When parents divorce, courts typically award custody of the children to one parent and give visitation rights to the other. The most familiar kind of parental abduction occurs when the noncustodial parent abducts a child in violation of a custody order. However, custodial parents can also commit the crime of parental kidnapping by interfering with visitation privileges. Parental abduction may occur in other contexts, as well. For example, a parent may flee with a child before a divorce decree is entered; or a parent may move and establish residency in another jurisdiction, obtain a favorable custody order from a court there, and then keep the children.

State laws use different names for the crime of parental abduction, including custodial interference, child snatching, child stealing, parental kidnapping, and family kidnapping. They also vary in the types of behavior they prohibit, such as restraining, enticing away, abducting, detaining, harboring, violating a custody order, and withholding a child.

Equally important to case outcomes as these definitional differences is the crime's classification as a felony or misdemeanor. In addition to affecting the severity of criminal penalties that can be imposed, the felony designation is significant for three reasons:

- (1) Felony charges allow the prosecutor to enter an arrest warrant for the abducting parent through the Wanted Persons File of the FBI's National Crime Information Center (NCIC). (See chapter 2 of this Report for a description of NCIC.)
- (2) Prosecutors can obtain an Unlawful Flight To Avoid Prosecution (UFAP) warrant only in felony cases. With a UFAP warrant, the FBI can assist in searching for alleged offenders, arresting them, and returning them to the proper State authorities. (See chapter 2 of this Report for a description of the FBI Fugitive Felon Unit.)
- (3) If parental abduction is only a misdemeanor, a prosecutor may be unable to convince another State of the importance of enforcing the warrant and extraditing the suspect.

Most States, under some circumstances, consider parental abduction a felony crime because of the risk of harm to the child and the disruption to the stability of the parent-child relationship.

Is Parental Abduction a Serious Problem?

Although parental abductions have occurred through the years, they have only recently attracted national attention and debate. The dramatic increase in our Nation's divorce rate since the 1960's has brought with it a similar escalation in the number of custody disputes. In fact, the U.S. Department of Health and Human Services now estimates that 1 million divorces involving more than 1 million children occur annually, and that of these, 15 percent—or 150,000 cases—entail legal contests over custody or visitation. The potential magnitude of this problem is compounded by our increasingly mobile society and by State laws that are widely divergent, often inconsistent, and frequently obstacles to effective legal intervention.

There are as many motives for parental abduction as there are scenarios under which the kidnapping occurs. One of the most widely publicized reasons is that a parent believes his or her child is being physically or sexually abused by the other parent. Emotional, psychological, and financial motives also exist. The abducted child can be used as a pawn to seek revenge against a still-hated ex-spouse, to bargain for reduced support obligations, or even to negotiate for reconciliation. Still other provocations include disapproval of an ex-partner's parenting practices or lifestyle, fear of losing custody, and not wanting to leave a child behind when moving to another city or State. Sadly, some parentally abducted children are

taken to foreign countries by parents who were born or raised there or who have close family, business, or religious ties in that country. Such cases are among the most complicated and frustrating of parental abductions because foreign courts often do not honor custody orders issued by American courts.

While understanding the motives behind parental abductions may be valuable in identifying effective prevention strategies—for example, expanded mediation services—the overriding concern in these cases must be the welfare of the child. The notion that parents could or would harm their own children is still hard to accept. But the fact is that the risks to parentally abducted children are substantial.

As the Attorney General's Advisory Board on Missing Children succinctly noted in its 1988 report, *Missing and Exploited Children: The Challenge Continues*, factors that are proven contributing causes to child abuse and neglect—such as financial difficulties, stress, worry, and isolation—are often present in (parental) abduction scenarios. . . . Even if there is little risk of abuse or neglect, parental kidnapping is almost always certain to intensify and prolong the psychological trauma and stress to a child caused by the divorce or separation of his or her parents.

Thus, regardless of the intentions of the abducting parent, the child suffers the consequences of being uprooted from home and is deprived of one parent. Some may be forced to lead a transient life with the abducting parent.

What Laws and Resources Are Available To Help?

The last decade has seen significant developments in the civil and criminal justice system's awareness of and responsiveness to parental kidnapping. Congress and State legislatures have passed many laws directed at parental kidnapping. In August 1988, the National Center for Missing and Exploited Children (NCMEC), in cooperation with the American Bar Association (ABA), published its third edition of *Parental Kidnapping: How To Prevent an Abduction and What To Do If Your Child Is Abducted*. This handbook contains step-by-step information for parents who have experienced a family abduction and parents who want to prevent one from occurring. It guides parents through the civil and criminal justice systems, describes search and recovery strategies, and explains relevant laws. Such detail is beyond the scope of this annual report, which can present only an overview of the issues.

State Laws

Nearly all States have passed specific criminal laws to punish parents who abduct or wrongfully detain their children. As stated earlier, these laws vary greatly in scope and intent. In some States, laws that pertain to stranger abductions of children may also apply to parental kidnapping. In these States, resources such as missing children registries, flagged school records, and prompt law enforcement investigations may be available to victim parents. NCMEC's publication, *Selected State Legislation: A Guide for Effective State Laws To Protect Children*, describes existing State criminal and civil statutes related to parental kidnapping and proposes model legislation to help resolve many of the existing legal loopholes.

All 50 States and the District of Columbia have adopted the Uniform Child Custody Jurisdiction Act (UCCJA). Although it is called a "uniform" act, many States have amended its provisions. Even so, the law generally establishes rules governing which State has jurisdiction to make or modify a custody determination, makes it possible for a parent to obtain a custody determination after a child has been abducted, and requires States to recognize and enforce custody determinations made in compliance with the UCCJA. It enables judges both to dismiss actions brought by an abductor parent in an improper jurisdiction and to order such parents to pay legal fees and other costs incurred by the victim parent in locating and recovering the child.

Federal Laws

Two Federal laws address parental abduction. The Federal Parental Kidnapping Act of 1980 has three important components. It imposes a Federal duty on each State to enforce, and not modify, State courts' custody determinations made in conformance with jurisdictional criteria. It authorizes the U.S. Department of Health and Human Services, Federal Parent Locator Service (FPLS), to use its computer to find address information on abductor parents and abducted children. (See chapter 2 of this Report for a description of FPLS.) It also declares congressional intent that the Federal Fugitive Felon Act should apply to interstate parental kidnapping cases, which enables an Unlawful Flight To Avoid Prosecution warrant to be issued by the U.S. Attorney.

The growth in the number of international marriages since World War II so significantly increased international child custody cases that 23 nations, meeting at the Hague Convention

on Private International Law in 1976, agreed to seek a treaty to deter international child abductions. The Hague Convention on the Civil Aspects of International Child Abduction was ratified by the United States in 1988 under the International Child Abduction Remedies Act. The 12 participating countries have agreed that a child, wrongfully removed from or retained in a participating country, shall promptly be returned to the country where he or she normally resides. The Office of Citizens Consular Services, U.S. State Department, helps parents locate and secure the return of their children under the terms of the Convention. (See chapter 2 of this Report for a description of the Office of Citizens Consular Services.)

Other Resources

The ABA's Center on Children and the Law recently reported that increasing numbers of parent kidnapping victims are resorting to tort actions for damages against the abductor-parent and others who participate in the abduction, retention, or concealment of the child. Such actions reflect the widespread sentiment of family law professionals that every legitimate means should be used to pressure the abductor and/or co-conspirators to return the child.

In addition to suing an abductor parent for damages, parent victims of parental abductions may be able to recover damages through mandatory restitution programs. Criminal laws in the District of Columbia and at least 11 States, including Idaho, Illinois, Louisiana, Michigan, Minnesota, Missouri, Nevada, Oregon, South Dakota, Washington, and Wisconsin, provide that those convicted of custodial interference can be required to pay restitution to the victims of their crimes. In at least three States—Montana, New Hampshire, and Rhode Island—civil statutes permit recovery of restitution and rehabilitation expenses.

Financial and other types of assistance may also be available under the terms of State victims' assistance laws. Although most of these programs were designed to help victims of violent crimes, a few apply to nonviolent offenses, including parental kidnapping. The National Organization for Victim Assistance; the U.S. Department of Justice, Office for Victims of Crime; State crime victims compensation programs; or local prosecutors' offices should have current information about such assistance.

Continuing Obstacles

In spite of all the progress that has been made, impediments remain in the ability to locate, recover, and return parentally abducted children. Thus, in FY 1989 OJJDP announced a competitive solicitation to Study the Obstacles to Recovery and Return of Parentally Abducted Children. Its goals are to identify and describe significant problems encountered by custodial parents attempting to recover their children who have been abducted by a noncustodial parent, find programs and strategies for eliminating such obstacles, and make recommendations to improve responses to parental abductions.

OJJDP selected the ABA's Center on Children and the Law, which will collaborate with the University of California, San Francisco, Center for the Study of Trauma, to conduct the 2-year study. Work should commence in May 1990, with the mission of accomplishing the following eight tasks:

- (1) Develop and recommend to the States simple, uniform enforcement procedures.
- (2) Create a model for interagency cooperation and coordination in parental kidnapping cases by exploring the role played by lawyers, judges, police, prosecutors, schools and social service agencies; identifying areas of overlapping responsibility; and suggesting appropriate allocation of responsibilities for each group.
- (3) Identify shortcomings in and propose remedies for existing State and Federal laws and court decisions that result either in delays in obtaining civil custody orders, or in conflicting court orders and enforcement difficulties.
- (4) Find and offer solutions to those aspects of parental kidnapping cases that are most problematic to lawyers and judges, with particular emphasis on accomplishing the return of the child to the custodial parent once he or she has been located.
- (5) Identify the role played by police in assisting the custodial parent to recover the abducted child and make specific recommendations on their role in assisting in the civil recovery of the child.
- (6) Collect from throughout the country school policies related to parental kidnapping cases and compile recommendations on appropriate responses for the Nation's schools.

- (7) Identify the role of social service agencies in parental kidnapping cases and recommend more effective mechanisms and policies for expediting placement and return of recovered children.
- (8) Identify obstacles to the swift location of abducted children who have been hidden by their abductor parent, and propose appropriate remedies. While this research will contribute significantly to policy, procedural, and legal improvements, consideration of equally important prevention and victim impact issues is beyond its scope. These are critical areas that need attention.

Prevention and Victim Support

Findings from the OJJDP-funded National Studies of the Incidence of Missing, Abducted, Runaway, and Throwaway Children present new facts about parental abductions that can influence the design of successful prevention strategies. (See chapter 5 of this Report for the Executive Summary of this project.) Other approaches can be implemented based on current knowledge.

Often, parental abductions are rooted in a parent's frustration with the legal system, which can seem unwieldy and slow moving. To the extent that courts can become more responsive to the needs of families in highly charged and emotionally stressful custody battles, the incidence of parental abduction may be lessened. Similarly, lawyers, family therapists, and social service professionals need to become more attuned to the possibility of a parental abduction and directly intervene and discourage such action. Finally, as stated earlier, expansion of mediation and crisis intervention services should be explored to promote negotiation, communication, and compromise as solutions to custody problems.

If a parental abduction does occur, support services need to be in place for the victim parent and, if located and recovered, the child. Current OJJDP research on family reunification, described in chapter 4 of this Report, will not only document model programs but will also develop technical assistance materials to help communities establish responsive strategies. Preliminary findings from this project and documented findings from earlier research indicate that there are few such services available.

Additional OJJDP research on the psychological consequences of abduction will also provide insight into the kinds of services that are essential. (See chapter 4 of this Report for a descrip-

tion of this project.) Previous studies have already substantiated marked psychological trauma to victims of parental abduction, including withdrawal, depression, and fear of trusting others. The belief that no harm is done because a child is with his or her parent is clearly a myth that should not be perpetuated. Judges, prosecutors, and law enforcement professionals must learn that parental abduction is not a "family problem" that can be handled by civil courts and marriage counselors. And communities must begin to develop the resources and support networks to strengthen families and enable victims to heal and survive.

CHAPTER 2

FEDERAL, STATE, AND LOCAL ASSISTANCE FOR MISSING CHILDREN AND THEIR FAMILIES

G

overnment agencies and private nonprofit organizations have been instrumental in locating missing children, apprehending and prosecuting abductors, and providing ongoing services throughout each phase of crisis from initial reporting to aftercare and counseling. The 1984 Missing Children's Assistance Act, Title IV of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended, provided the impetus for many of these efforts, which are described in this chapter.

Federal Initiatives

Seven departments within the Federal Government support missing children initiatives. They include the Department of Justice, Department of Agriculture, Department of Defense, Department of Health and Human Services, U.S. Postal Service, State Department, and Department of the Treasury.

The Department of Justice supports research, develops and delivers training, and maintains several data bases that law enforcement officers can access when investigating missing or exploited child cases. The Department of Agriculture operates a national education network that links research, science, and technology to create and disseminate prevention messages to at-risk populations. The Department of Defense provides direct services to military families to keep them intact and promulgates policies to ensure that men and women in the services comply with court child support orders. The Department of Health and Human Services supports a national network that helps parents contact their runaway children and refers runaways to shelters and other services. The U.S. Postal Service works to eradicate the shipping of child pornography in the mail and to arrest traffickers who use the mail for such purposes. The State Department assists parents and children who are victims of international abductions. The Department of the Treasury trains law enforcement officers in proven investigative strategies for child exploitation cases and supports a hotline to receive information about international child pornography.

The U.S. Department of Justice

Federal Bureau of Investigation (FBI) Fugitive Unit

When an individual, charged by a State with committing a felony, flees to another State to avoid arrest and prosecution, the Federal Fugitive Felon Act allows the State prosecutor to request that Federal criminal charges—called Unlawful Flight To Avoid Prosecution (UFAP)—also be filed. To obtain a UFAP warrant, prosecutors must ensure that the State not only will pay all costs of extradition, but also will prosecute the alleged offender when he or she is located.

Once Federal charges have been filed, FBI agents in the Fugitive Unit can track the accused person anywhere in the United States. Agents in the Fugitive Unit also work cooperatively with the Justice Department's Office of International Affairs, the U.S. State Department, and the legal attachés in embassies throughout the world to locate parents wanted on UFAP charges and bring them back to the United States.

When FY 1989 began on October 1, 1988, there were 252 pending UFAP warrants related to parental kidnapping cases. During the year, the FBI investigated 304 new parental kidnapping complaints in more than 1,100 field offices. As a result, 201 UFAP warrants were issued, bringing the total caseload to 453.

During FY 1989, the FBI arrested or located 134 subjects, and located 140 children. To increase the likelihood that parental kidnapping cases will be resolved successfully, the FBI continued its collaborative effort with the National Center for Missing and Exploited Children to disseminate posters containing photographs of both the abducting parent and the missing child. At the end of FY 1989, there were 298 pending UFAP warrants related to parental kidnapping cases.

Federal Bureau of Investigation
Fugitive Unit
J. Edgar Hoover Building, Room 5064
10th and Pennsylvania Avenue NW.
Washington, DC 20535
(202) 324-4245

FBI National Crime Information Center

The National Crime Information Center (NCIC) is a national law enforcement computer that allows police from different jurisdictions to communicate easily about cases under active investigation. The NCIC has several data bases important in locating missing children.

- **Wanted Persons File.** The Wanted Persons File contains information about individuals with outstanding Federal and/or State felony arrest warrants, including persons who have been charged with kidnapping and child sexual exploitation. Details such as the name and physical characteristics of the accused, the type of offense allegedly committed, and the name of the agency filing the charges are recorded.
- **Missing Persons File.** The Missing Persons File contains information on adults and children who have been reported missing by either State or Federal law enforcement officials. Categories in the NCIC Missing Persons File include: (1) Disability, (2) Endangered, (3) Involuntary, (4) Juvenile, and (5) Catastrophe. Data about missing children most often are entered into the Endangered, Involuntary, and Juvenile categories. Because runaways are reported in the Juvenile category, it is the largest of the five files.
- **Unidentified Persons File.** The Unidentified Persons File contains information about people whom law enforcement authorities are seeking to identify. For example, law enforcement authorities occasionally must determine the name of persons who cannot identify themselves because of a physical or mental disability. More frequently, however, authorities must identify someone who has died without identification. Every day the Unidentified Persons File cross-matches its entries with those in the Missing Persons File so that when a person reported as missing by one jurisdiction is entered as unidentified by another jurisdiction, the investigators in the two jurisdictions can be notified to conduct a more indepth inquiry.

Federal Bureau of Investigation
National Crime Information Center
J. Edgar Hoover Building, Room 7230
10th and Pennsylvania Avenue NW.
Washington, DC 20535
(202) 324-2606

FBI National Center for the Analysis of Violent Crime

The National Center for the Analysis of Violent Crime (NCAVC) is a law enforcement-oriented behavioral science and data processing center that offers expertise in research, training, and investigative/operational support to help law enforcement agencies confronted with unusual, bizarre, or repetitive violent behavior. The services of the NCAVC are provided through four programs: the Violent Criminal Apprehension Program, Criminal Investigative Analysis Program, the Research and Development Program, and the Training Program.

Located at the FBI Academy in Quantico, Virginia, the NCAVC is presently studying child abductors/molesters. The goals of this research project are to learn more about how and why child molesters repeatedly seduce large numbers of children and to use that information to develop investigative techniques to identify and arrest such individuals.

Through the Training Program, NCAVC instructors teach approximately 800 law enforcement personnel annually about child molestation, abduction, and sexual exploitation. Specialized courses are also taught throughout the country and at the FBI Academy. For example, in 1989, NCAVC sponsored a working conference at the Academy to discuss "Nontraditionally Motivated Child Abductors" who kidnap newborn infants for purposes other than ransom or sexual exploitation.

Many services are available through the Criminal Investigative Analysis Program to assist in missing child investigations, including preparation of profiles of unknown offenders, suggestions for interviewing and investigative techniques and search warrant information, and expert witness testimony. The Violent Criminal Apprehension Program (ViCAP) enhances these services. It makes computerized comparisons of homicide, attempted homicide, and missing person cases where homicide is suspected, to determine if one offender has committed two or more crimes. ViCAP links law enforcement agencies nationwide to enable them to more efficiently and effectively investigate such cases.

National Center for the Analysis of Violent Crime
FBI Academy
Quantico, VA 22135
(703) 640-6131
(800) 634-4097

National Obscenity Enforcement Unit

Following publication of the *Final Report of the Attorney General's Commission on Pornography*, and in response to the Commission's recommendations, the U.S. Department of Justice established the National Obscenity Enforcement Unit. The Unit is staffed by senior attorneys who pursue and prosecute Federal obscenity and child pornography cases.

The National Obscenity Enforcement Unit disseminates information on recent developments in obscenity and child pornography law. The Unit also assists U.S. Attorneys in Federal prosecutions of these crimes and coordinates investigative efforts with State and local prosecutors, U.S. Customs Service, U.S. Postal Service, FBI, and the Internal Revenue Service. Staff provide training in obscenity and child pornography issues to Federal, State, and local prosecutors and law enforcement investigators and contribute to the National Center on Missing and Exploited Children's publications about child pornography and Federal efforts to stop child sexual exploitation.

U.S. Department of Justice
National Obscenity Enforcement Unit
10th and Constitution Avenue NW., Room 2216
Washington, DC 20530
(202) 633-5780

Office of International Affairs

The United States has signed treaties with many countries that require cooperation in extraditing criminals who have fled the country to avoid arrest and prosecution, including offenders who have been accused of abducting or sexually exploiting children. The U.S. Department of Justice, Criminal Division, Office of International Affairs, handles such extraditions. Unfortunately, some of the treaties allow countries to refuse to extradite their own nationals.

International extradition of parents accused of abducting their own children presents unique difficulties. Because many of the international treaties were negotiated before parental kidnapping was a crime, they do not explicitly provide for extradition of parents who abduct their children—even though they may provide for extradition of kidnappers. The Office of International Affairs has taken the position that if both countries agree to include parental

kidnapping within the meaning of the term "kidnapping," the United States will initiate extradition proceedings.

U.S. Department of Justice
Office of International Affairs
The Bond Building, Room 5100
1400 New York Avenue NW.
Washington, DC 20005
(202) 786-3500

Immigration and Naturalization Service

Foreign nationals accused of abducting or sexually exploiting children may leave the United States and then attempt to reenter the country. Most of the Immigration and Naturalization Service's (INS) border checkpoints are equipped with computers linked to the FBI's National Crime Information Center. Thus, if a felony arrest warrant is outstanding for an offender who has fled the country, and if that warrant has been entered into the NCIC Wanted Persons File, INS agents may be able to arrest the fugitive when he or she tries to return to the United States. The INS also maintains a "Look-Out Book" that contains information about wanted persons to whom INS agents should pay special attention.

U.S. Department of Justice
Immigration and Naturalization Service
425 I Street NW., Room 7100
Washington, DC 20536
(202) 633-2829

Office for Victims of Crimes

The Office for Victims of Crime (OVC) administers the Victims of Crime Act (VOCA) of 1984, to assure that victims of violent crime have assistance after their traumatic experiences.

The Crime Victims Fund, a financial mechanism created by VOCA, provides money to improve public and private-sector services for victims and sustain victim assistance and com-

pensation programs. The Fund supports direct services and treatment for victims of Federal crimes, as well as grants to programs that help sexually exploited children.

OVC recently funded a cooperative agreement with Paul and Lisa, a nonprofit organization, to help youth and runaways involved in child prostitution or child pornography. Counseling, referrals to social and medical services, emergency housing, rehabilitation, and family reunification are offered. OVC also supports the National Victims Resource Center, a national clearinghouse for victim information. Books and articles about child physical and sexual abuse, victim services, domestic violence, victim-witness programs, and violent crime are included in the clearinghouse data base, which may be called toll free at (800) 627-6872 or (301) 251-5500 in Metropolitan Washington, D.C.

U.S. Department of Justice
Office of Justice Programs
Office for Victims of Crime
633 Indiana Avenue NW., Room 1342
Washington, DC 20531
(202) 724-5983

The U.S. Department of Agriculture

Home Economics and Human Nutrition Extension Service

The U.S. Department of Agriculture, Cooperative Extension System, is a national educational network that links research, science, and technology to the needs of people where they live and work. A partnership among the Department, land-grant universities throughout the United States and its territories, and local professionals in the Nation's 3,150 counties enables the Cooperative Extension to offer diverse courses in a variety of settings.

Children and at-risk youth are a primary focus of Cooperative Extension programs. After-school programs teach children personal safety skills and show them how to respond to strangers who may approach them. In the Commonwealth of Virginia, such programs were provided to 12,725 children in FY 1989. Parent education programs are also offered through the Extension to prevent children from being abducted or running away. Prevention workshops reached 7,101 parents and children in North Carolina during FY 1989.

These educational programs are supported by the combined expertise and resources of Federal, State, and local governments. Thousands of paraprofessionals and almost 3 million volunteers enhance the Extension System's effectiveness and sustain its 75-year history of providing fundamental educational programs. Strong ties with both public and private groups are also crucial to the System's strength and vitality.

U.S. Department of Agriculture
Home Economics and Human Nutrition Extension Service
Room 3444, S Building
Washington, DC 20250
(202) 447-2018

The U.S. Department of Defense

Office of Family Policy and Support

The Office of Family Policy and Support (OFPS) is located within the Office of the Assistant Secretary of Defense for Force Management and Personnel. OFPS issues policies and program guidelines about child support for youth in military families, family advocacy services, and child care. One such policy, DOD Directive 5525.9, requires any service member stationed overseas, who has unlawfully removed a child from the jurisdiction of his or her custodial parent, to return to the United States for a show-cause hearing to determine whether the abductor parent is in contempt of court.

The Family Advocacy Program works with families to resolve conflict, conducts child abuse prevention classes, and promotes healthy family functioning. By making health and welfare checks on children and referring families to social service and family advocacy programs, staff are also indirectly involved in locating and returning missing children.

U.S. Department of Defense
Office of Family Policy and Support
4015 Wilson Blvd., Suite 903
Arlington, VA 22203
(202) 696-4555

The U.S. Department of Health and Human Services

Office of Child Support Enforcement

The Office of Child Support Enforcement (OCSE) operates the Federal Parent Locator Service (FPLS), a computerized national locator network that can provide information about parents' whereabouts. Six Federal agencies—the Department of Defense, Internal Revenue Service, National Personnel Records Center, Selective Service System, Social Security Administration, and Veterans Administration—supply the address records that are entered in the FPLS.

Prior to 1980, Federal law restricted the ways in which child support enforcement agencies could use the system. However, in 1980, the Parental Kidnapping Act authorized the use of FPLS in child custody, parental kidnapping, and visitation cases. In FY 1989, OCSE relied on FPLS to respond to 228 requests for assistance in parental kidnapping or interstate custody cases.

OCSE collaborated with the National Center for Missing and Exploited Children to produce the pamphlet, *Just in Case . . . Guidelines on Using the Federal Parent Locator Service in Cases of Parental Kidnapping and Child Custody*. Staff provide technical assistance to States that want to learn how to access and use the system.

U.S. Department of Health and Human Services
Office of Child Support Enforcement
370 L'Enfant Promenade SW.
Washington, DC 20447
(202) 727-5064

Family and Youth Services Bureau

The Family and Youth Services Bureau (FYSB) of the Administration for Children, Youth and Families executes the mandates of the Runaway and Homeless Act, Title III of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended. FYSB's Runaway and Homeless Youth Program supports agencies that meet the immediate needs of runaway

and homeless youth and works to unite youth with their families in settings outside the juvenile justice and law enforcement systems.

In FY 1989, the Runaway and Homeless Youth Program disbursed \$24,230,700 to 343 Basic Centers located in all 50 States, the District of Columbia, Puerto Rico, the Virgin Islands, Guam, the Commonwealth of the Northern Mariana Islands, and Palau. These grants enabled the Centers to provide short-term crisis intervention services such as shelter, food, clothing, and counseling to an estimated 63,000 runaway and homeless youth. In addition, the Centers attempted to reunify these youth with their families. In FY 1989, approximately half the youth who received ongoing services in the shelters returned to live with their parents or guardians. One-third were placed in other safe living environments, including relatives' or friends' homes, foster homes, or group homes.

FYSB also supports the National Runaway Switchboard, a national communications system that links searching parents and their children and refers runaway and homeless youth to shelters. The Switchboard provided referral and crisis intervention services to approximately 55,000 runaway and homeless youth and their families last year. The National Runaway Switchboard can be called toll free at 1-800-631-4100.

In 1988, FYSB undertook a followup study to determine whether the services provided by its runaway and homeless youth shelters were effective. Runaway and homeless youth and their parents were interviewed 6 to 24 months after receiving shelter services. FYSB reports the following findings:

- Eighty percent of the youth interviewed reported that their family relationships had improved.
- Instances of sexual abuse were reduced by more than one-half.
- Instances of physical abuse were reduced by more than 80 percent.
- Sixty percent reported that their employment situation had improved.
- Sixty-three percent reported that their mental health had improved.
- Youth self-reported suicide attempts declined by 70 percent.
- Weekly use of alcohol by youth declined from 40 percent to 10 percent.

U.S. Department of Health and Human Services
Administration for Children, Youth and Families
Family and Youth Services Bureau
330 C Street SW.
Washington, DC 20201
(202) 245-0354

Head Start Bureau

The Head Start Bureau operates a comprehensive child development and family support program that funds 1,300 Head Start grantees serving 450,000 low-income preschool children and their families who qualify under income guidelines established by the Office of Management and Budget.

Head Start offers an array of services to target children and their families, including pre-school education; health education; GED and college credit courses for parents; and social services to resolve problems such as homelessness, substance abuse, and family violence. One of Head Start's primary goals is family independence and self-sufficiency. Head Start social services staff, therefore, serve as advocates for families, giving them the information they need to negotiate the various service-delivery and educational systems.

U.S. Department of Health and Human Services
Administration For Children, Youth and Families
Head Start Bureau
P.O. Box 1182
Washington, DC 20013
(202) 245-0572

National Center on Child Abuse and Neglect

Established by the Child Abuse Prevention and Treatment Act of 1974, the National Center on Child Abuse and Neglect (NCCAN), administers the Federal Government's preventive activities in child abuse and neglect. NCCAN assists Federal, State, and local agencies and organizations in preventing, identifying, and treating child abuse and neglect. NCCAN also coordinates a National Advisory Board and an Interagency Task Force on Child Abuse and Neglect to support Federal efforts to combat child maltreatment.

NCCAN awards State grants for child abuse and neglect prevention and treatment programs, discretionary grants for research and demonstration projects, Challenge grants, and Children's Justice and Assistance Act grants to eligible States. It also supports the operation of the Clearinghouse on Child Abuse and Neglect Information, a major resource for materials and referrals on child maltreatment issues. The Clearinghouse designs and maintains bibliographic data bases that include reports and monographs, research reviews, directories, catalogs, and NCCAN grant profiles. Staff prepare publications and respond to requests for information and materials. To obtain a free copy of the *Clearinghouse Catalog* or additional information, call (703) 821-2086.

U.S. Department of Health and Human Services
Administration for Children, Youth and Families
National Center on Child Abuse and Neglect
P.O. Box 1182
Washington, DC 20013
(202) 245-0586

The U.S. Postal Service

U.S. Postal Inspectors give priority attention to investigating violations of the Child Protection Act (18 USC 2251-2255), particularly cases that involve sending child pornography through the mail. Inspectors work closely with agents of the Federal Bureau of Investigation, the U.S. Customs Service, State and local police, and social service departments to combat this problem. In FY 1989, postal inspectors conducted 280 investigations of child pornography cases and made 179 arrests leading to 203 convictions. Some convictions resulted from arrests made prior to FY 1989.

Through the *Postal Bulletin*, the Postal Service and the National Association of Letter Carriers cooperate to nationally distribute photographs and pertinent data about missing children. Local postal managers display the notices on post office bulletin boards and letter carriers take them on their delivery routes for easy reference.

U.S. Postal Service
475 L'Enfant Plaza West SW.
Washington, DC 20260
(202) 268-2000

The State Department

Office of Citizens Consular Services

The Office of Citizens Consular Services (CCS) assists American parents whose children have been abducted internationally. Since 1976, the State Department has received reports of more than 3,000 American children taken or detained abroad. Currently, CCS is working on more than 900 unresolved cases.

CCS, in conjunction with the U.S. embassies and consulates located abroad, provides general information about foreign and domestic laws and procedures that might help secure a child's return. Additionally, the State Department's Bureau of Consular Affairs publishes a comprehensive booklet, *International Parental Child Abduction*, to acquaint American parents with the services available to them in locating and recovering their children. The Bureau also provides lists of foreign attorneys to American citizens whose children have been taken abroad.

Former President Ronald Reagan designated CCS as the U.S. Central Authority for implementing the Hague Convention on the Civil Aspects of International Child Abduction. As such, CCS works both with foreign parents whose kidnapped children are believed to be in the United States and with American parents whose children have been taken to nations party to the Hague Convention. From July 1, 1988—when the Convention came into force for the United States—through December 1989, the U.S. Central Authority processed a total of 158 cases. Eighty-four involved returning children brought to the United States from a foreign country and 74 involved returning to the United States children who had been taken abroad.

The State Department
Bureau of Consular Affairs
CA/OCS/CCS, Room 4817
Washington, DC 20520
(202) 647-3666

U.S. Embassies

When an international child abduction occurs, U.S. embassy or consulate staff in the country to which the child has been taken conduct a “welfare and whereabouts check” to determine the child’s location and assess his or her safety and well-being. Although embassy and consulate staff cannot act as private investigators, they will meet with both the custodial parent and, if possible, the abductor. Embassy personnel will attempt to visit the child quarterly or more often, if necessary. If they are unable to visit the child, they will seek assistance from the host country’s government to see the child and ensure his or her safety.

If a parent succeeds in negotiating the return of a child, and if there is no court order prohibiting the child’s removal from the foreign country, the American embassy or consulate can provide passports and assist the parent in obtaining exit documents. Under some circumstances, U.S. embassies and consulates will also make repatriation loans so that Americans stranded abroad can travel home.

The State Department
Bureau of Consular Affairs
CA/OCS/CCS, Room 4817
Washington, DC 20520
(202) 647-3666

The U.S. Department of the Treasury

U.S. Customs Service

The U.S. Customs Service, Office of Enforcement, is the Nation’s center for the investigation and prosecution of international producers and purveyors of, and traffickers in, child pornography. The Office participates on a task force of Federal, State, and local law enforcement agencies. It offers task force members expert investigative advice and training seminars that emphasize the role of the Customs Service in the investigation of child pornography.

Within the Office, the Child Pornography and Protection Unit (CPPU) coordinates and supports all domestic and foreign child pornography investigations and serves as liaison to

other Federal law enforcement agencies that investigate the sexual exploitation of children. Seized and forfeited materials are indexed in the National Child Pornography Library to assist all law enforcement agencies in their investigations of child pornography.

Under a cooperative agreement with the Customs Service, the National Center for Missing and Exploited Children (NCMEC) operates the NCMEC TIPLINE and disseminates the information it receives about possible child pornography cases. The Customs Service provides training to NCMEC TIPLINE operators to assist them in obtaining information appropriate to law enforcement use.

The U.S. Customs Service, Office of Inspection and Control, works with the Federal Bureau of Investigation, the Immigration and the Naturalization Service, and State and local agencies to recover missing children reported to be entering or leaving the United States via international ports.

U.S. Department of the Treasury
U.S. Customs Service
1301 Constitution Avenue NW., Room 3136
Washington, DC 20229
(202) 566-2101
NCMEC TIPLINE: 1-800-843-5678

The National Center for State and Local Law Enforcement Training

The National Center for State and Local Law Enforcement Training is an Office of the Federal Law Enforcement Training Center (FLETC). It provides advanced training to State and local law enforcement officers to help them develop specialized law enforcement skills.

The National Center, in cooperation with the Office of Juvenile Justice and Delinquency Prevention, presents five juvenile justice training programs. A 4-hour curriculum on missing children is offered in the Child Abuse and Exploitation Investigative Techniques Training Program, and a similar 2-hour presentation is part of the Police Operations Leading to Improved Children and Youth Services course. This training focuses on the categories of missing children and details departmental procedures for initiating and coordinating

investigations of missing child reports. Publications from the National Center for Missing and Exploited Children are provided to the students.

In FY 1989, approximately 500 law enforcement officers and 100 protective services workers attended FLETC training on missing children.

U.S. Department of the Treasury
Federal Law Enforcement Training Center
National Center for State and Local Law Enforcement Training
Glynco, GA 31524
(912) 267-2727

State Initiatives

Many States have established clearinghouses that are central repositories of information about missing children. They are discussed in detail in chapter 6 of this Report. Few States have implemented other activities to benefit missing children. Some—such as the New Jersey Commission on Missing Persons, the California Child Abduction Recovery and Enforcement Council, and the California District Attorneys Association—were described in the *OJJDP Annual Report on Missing Children: 1988*. This year's report highlights the California Office of Criminal Justice Planning.

The California Office of Criminal Justice Planning

The California Office of Criminal Justice Planning disburses State and Federal funding, program models, and training and technical assistance to a wide range of victims service and public safety programs. Its Child Exploitation Branch operates three programs whose services target throwaway and runaway (homeless) youth. These programs—the Homeless Youth Emergency Services Program, Child Sexual Exploitation Intervention Program, and Youth Emergency Telephone Program—(1) increase comprehensive services to homeless youth in Los Angeles and San Francisco; (2) gather data on homeless youth in all urban areas of California with a population over 500,000; (3) provide specialized intervention services to homeless youth engaged in sex for survival; and (4) support a toll-free telephone referral

service that directs homeless youth to available resources, including shelter, food, clothing, counseling, and transportation.

Office of Criminal Justice Planning
1130 K Street, Suite 300
Sacramento, CA 95814
(916) 324-9100

Local Assistance

Private nonprofit organizations (NPO's) help families deal with the uncertainty, anger, and frustration associated with missing and exploited child episodes. As grassroots organizations, they work directly with missing and exploited children and their families, providing prevention education, legal and financial assistance, and counseling services. The achievements of the NPO's described below are representative of the work of similar organizations nationwide. Appendix B of this Report lists missing children nonprofit organizations across the Nation.

ChildSeekers, Inc.

ChildSeekers assists law enforcement personnel and families in locating missing youth through wilderness search and rescue efforts, case investigations, and poster dissemination. Its volunteer staff produces flyers of missing children, conducts child safety programs, and creates child safety coloring books and other materials for children and parents. ChildSeekers operates a technical assistance van equipped with radio communications, computers, and facsimile and printing capabilities that allow volunteers to provide services in the field.

ChildSeekers' extensive public awareness and education campaign reaches thousands of children each year. With the help of McGruff and a uniformed police officer, ChildSeekers promotes a personal safety program for preschool through third-grade students. This program allows children to learn about personal safety in a nonthreatening way, and builds safety awareness and self-esteem. A second program uses videotapes from the "Better Safe Than Sorry" series that was produced by Film Fair Communications in California. After the videos are shown and discussed, the children's peers help demonstrate dangerous situations that may occur and then show their friends how to respond. Finally, in cooperation with local fire, police, and medical personnel, ChildSeekers provides Babysitter Safety courses.

Since 1984, ChildSeekers has provided free services throughout Vermont. All services are paid for by corporate and private contributions.

ChildSeekers, Inc.
P.O. Box 6065
Rutland, VT 05701-6065
(802) 773-5988

International Missing Children's Foundation

The International Missing Children's Foundation (IMCF) educates children and their parents about preventing abuse, abduction, and exploitation. IMCF provides services free of charge in the following general areas:

- Child location.
- Legal and psychological assistance.
- Educational seminars, programs, and video production.

Staffed by child advocates with diverse backgrounds, IMCF can be reached 24 hours a day by families needing assistance. Five directors, whose efforts are augmented by volunteer supporters, manage IMCF's Computer Operations, Financial Services, Client Resources, Research, and Special Education Programs departments. There is also a volunteer coordinator, a major gifts chairman, and an operations manager. Each staff member must successfully complete a comprehensive training program on child location, Federal and State laws, legislation, community resources, and child abuse.

IMCF maintains a computerized national data base of children and youth services to make referrals to missing children programs, support groups, and private and government resources. When callers request information that is not in the data base, IMCF's Research Department is notified and conducts an extensive search to add relevant material to the system.

IMCF's public education efforts include production of more than 25 television and 100 radio public service announcements to inform communities about child abuse, specific missing

children, help for runaways, and child safety seminars. Staff have written and disseminated more than 150,000 child safety guides for parents and children nationwide, and have conducted hundreds of community outreach programs in schools, shopping centers, business offices, and public parks.

Currently, IMCF is developing an Amnesty Project to encourage noncustodial parents who have kidnapped their children to return them to their custodial home. With the cooperation of the Outdoor Advertisers Association, churches and synagogues, and Federal, State, and local law enforcement and criminal justice authorities, IMCF plans to test a pilot program in one or two States during 1990.

International Missing Children Foundation
7084 Miramar Road, Suite 207
San Diego, CA 92121
(619) 236-9894
(800) 872-2273 (out of State)

Kids Helping Kids

Kids Helping Kids (KHK) at Milpitas High School in Milpitas, California, is an educational program that makes high-school students aware of the missing children problem and the risks of victimization. The goals of the program are to teach self-protection skills, prevent students from becoming abusive adults, and reduce teenagers' chances of being exploited.

The curriculum, which has been presented in a child development class for the past 3 years, utilizes a videotape from newscasts, the television movie, "Adam," and other TV broadcasts. Newspaper clippings, question-and-answer sessions, and exchange of practical ideas for affirmative action supplement the videotape. Homework requiring students to implement prevention strategies at home (e.g., teaching the buddy system to younger siblings) and report back to the class is assigned at the end of each session.

As a result of KHK, the students started an annual Teddy Bear raffle to finance a fund for missing children. Money is donated to local missing children organizations chosen by the students and their faculty adviser. In 1989, the students raised \$2,400. Students also volunteer

their time at local missing children organizations, where they answer telephones, stuff envelopes, and perform other important support duties.

Kids Helping Kids
Milpitas High School
1285 Escuela Parkway
Milpitas, CA 95035
(408) 945-5500

Missing Children Help Center

The Missing Children Help Center (MCHC) is a national nonprofit organization that links missing children, their parents, and law enforcement. Founded in 1982, the MCHC works with families of children classified as criminally or parentally abducted, at risk/runaways, abandoned, unidentified bodies, and denied court-ordered visitation. The goals of the MCHC are to:

- Represent all missing children.
- Coordinate action for families based on their individual needs.
- Guide parents through the legal system.
- Educate the public on missing and exploited child issues.
- Compile and distribute photographs of missing children nationwide.

MCHC's National Poster Program registers missing children, ages newborn to 17, and twice yearly mails 85,000 posters of missing children and abductors to law enforcement agencies, truck stops, public schools, hospitals, news media, and civic organizations. Approximately 1,596 children are featured each year through the Individual Child Photograph Exposure Program, which distributes photographs to 2,500 locations each month. Often, as a result of these programs, MCHC receives calls to report sightings of missing children. When this happens, staff immediately make a written report and contact the appropriate law enforcement agency.

The major thrust of MCHC's educational efforts is the Parent Taking Action Program. This community involvement program encourages voluntary fingerprinting, crime watch and block parent programs, absentee reporting systems, school psychologist and guidance counselor services, and criminal background screening of day-care and babysitting professionals.

Missing Children Help Center
410 Ware Boulevard, Suite 400
Tampa, FL 33619
(813) 623-KIDS
(800) USA-KIDS (out of State)

Missing Children—Minnesota

Missing Children—Minnesota (MCM) helps locate missing children, offers advocacy and support services for families of missing children, and educates the public on missing children and abduction prevention. Staff serve as liaisons between families and law enforcement agencies; make investigative, legal, and psychological referrals; assist in initiating child searches and media contacts; prepare and distribute posters; and lead support groups for families.

MCM opens an average of 100 new cases annually and locates approximately 80 percent of the children reported missing. In 1989, MCM served more than 600 adults and 200 children through its outreach programs, which include educational seminars presented in schools and community facilities and workshops for parents given through Parent Teacher Associations, service organizations, and employer groups. MCM developed and now disseminates *Run, Yell, Tell*, a videotape with accompanying materials for preschool through second grade students.

Missing Children—Minnesota
1025 West Broadway
Minneapolis, MN 55411
(612) 572-0456

Missing Children's Project of California

The Missing Children's Project of California (MCPC), established in 1984, operates as a child locating service that assists families whose children are victims of stranger or parental abduction or have run away from home. Since its inception, MCPC has accepted approximately 500 missing child cases. Staff have actively worked on approximately 100 cases in the San Francisco Bay area and Northern California alone. Among active cases, the recovery rate is 85 percent.

Because it networks with similar missing children organizations throughout the world, MCPC serves as a comprehensive information resource for missing children, families, and communities. MCPC publishes pamphlets and technical assistance manuals for parents and law enforcement agencies. Recently, staff assisted the National Center for Missing and Exploited Children by contributing to the handbook, *Missing and Exploited Children: The Community Response and Action Plan*. Staff have also presented programs on missing children and satanic cults to approximately 200 high-school students, and have also finger-printed 25,000 children in the past 4 years.

MCPC generates funds through corporate, public, and private donations, fundraising events, and grants. Its Board of Directors and Advisers includes a judge, police officers, lawyers, business executives, and community members, reflecting the broad spectrum of community interest in the issue of missing children.

Missing Children's Project of California
1084 Avon Avenue
San Leandro, CA 94579
(415) 483-3576

National Missing Children's Locate Center, Inc.

The National Missing Children's Locate Center, Inc. (NMCLC), a nonprofit organization established in 1982, assists parents in locating and recovering missing or abducted children. Averaging 15 new cases monthly, the Center has been responsible for the return of 638 children since 1982.

"GIVE 'EM BACK," a live call-in talk show featured on cable television, allows the NMCLC to interview parents, runaways, and experts in the field of missing and abducted children. The viewing audience of 250,000 in Oregon, Idaho, Montana, and Washington State see pictures of missing children and discuss prevention and safety tips.

Through NMCLC, a licensed private detective works with families, teaching them how to use the news media, how to form a search pattern, and how to work effectively with law enforcement and the judicial system. Three telephone lines—an in-State number, a toll-free out-of-State number to report missing children, and a special 800 line to report sightings—provide 24-hour access 7 days a week to other trained staff.

For the past 4 years, NMCLC has maintained a trailer at the Portland Rose Festival to help children who become separated from their parents. Before the trailer service was instituted, almost 400 children became lost at the fair. Now, fewer than 200 children are separated from their parents.

National Missing Children's Locate Center, Inc.
P.O. Box 1707
Gresham, OR 97030-0251
(503) 665-8544
(800) 443-2751 (out of State)
(800) 999-7846 (sightings only)

National Organization for Victim Assistance

The National Organization for Victim Assistance (NOVA) is a not-for-profit, public interest membership organization that seeks to establish victim rights and services throughout the Nation. NOVA publishes monthly newsletters and annual program and legislative directories. It hosts an annual national conference on victim assistance.

NOVA supports counseling and other assistance for all types of victims of crime and personal crises. NOVA staff and volunteers offer training workshops and seminars to address program management issues and help individuals improve counseling and advocacy skills, which are particularly useful in dealing with families of missing children. NOVA has also developed violence prevention programs and curriculums that promote safety in schools. The

NOVA clearinghouse on missing children and other victim services contains approximately 8,000 reference materials, including books, articles, journals, and videotapes.

National Organization for Victim Assistance
17577 Park Road NW.
Washington, DC 20010
(202) 232-6682

National Resource Center for Youth Services

The National Resource Center for Youth Services (NRC), a comprehensive information resource in the field of youth services, identifies topics crucial to the needs of child welfare and youth service agencies, provides training and technical assistance to agencies across the Nation, and acts as a clearinghouse for innovative program models for youth and families. Its mission is to improve the quality and effectiveness of human services to adolescents. Currently, NRC makes available more than 40 publications, curriculums, and videotapes to agencies serving adolescents.

National Resource Center for Youth Services
202 West Eighth Street
Tulsa, OK 74119-1419
(918) 585-2986

National Resource Center on Family Based Services

The National Resource Center on Family Based Services (NRCFBS)—a consortium of hundreds of family service programs throughout the country—offers technical assistance, trains program staff, conducts research, and disseminates information on family-based programs and issues. NRCFBS's primary objective is to develop high-quality family-based services to help restore families to functional units for the support, nurturing, and growth of children. Of particular concern are family-based programs that respond to parental alcohol and drug abuse, family violence, sexual abuse, and child neglect.

NRCFBS collects, reviews, and disseminates information about family-based services nationwide. Its data base contains materials on policy development, program implementation,

and family-centered practices, as well as an annual *Directory of Family-Based Programs* and a newsletter, *Prevention Report*, distributed to more than 10,000 professionals and organizations.

National Resource Center on Family Based Services
School of Social Work
University of Iowa
N-240 Oakdale Hall
Iowa City, IA 52242
(319) 335-4123

OPERATION LOOKOUT

National Center for Missing Youth

Located in Mountlake Terrace, Washington, OPERATION LOOKOUT National Center for Missing Youth (OL), is a nonprofit corporation that provides free services to searching parents of (1) runaways, (2) victims of stranger abductions, (3) children who have been kidnapped by their noncustodial parent, and (4) children whose disappearance is unexplained. To date, 82 percent of OL's cases have been resolved.

OL cooperates with law enforcement agencies, clearinghouses, the National Center for Missing and Exploited Children, and other missing children agencies to register youth under age 18 who have disappeared. Cases are closed only on authorization from the family.

Staff provide search assistance, network with protective services authorities, produce and disseminate posters, make legal and community service referrals, and lend emotional support to dysfunctional and victimized families. Additionally, more than 250 volunteers in local satellite offices organize fundraising events and place posters of missing children in strategic locations.

OL's Reunification Program seeks donations and discounted travel to help parents recover their children and assists families adjusting to the return of a missing child. With local corporations, OL cosponsors annual Continuing Legal Education seminars for family law attorneys. Its newsletter *PROFILES* and the periodical *THE LOOKOUT* are distributed nationally through direct mail.

The 24-hour nationwide Missing Youth Helpline is OL's hotline that receives missing child reports and collects information about possible sightings. Hotline operators give immediate assistance to parents of missing children and anyone working to recover a missing child. They also respond to abducted children, runaways, and children separated from their parents.

OPERATION LOOKOUT
National Center for Missing Youth
P.O. Box 321
6912 220th Street SW., Suite 102
Mountlake Terrace, WA 98043
(206) 771-7335
(800) 782-7335

Parents Anonymous

Parents Anonymous (PA), incorporated in California in 1971 as a private, not-for-profit corporation, is the Nation's largest child abuse treatment and prevention program. Currently, 1,200 parents' programs exist in 47 States, with additional chapters in Australia, Canada, England, and West Germany. More than 600 active children's groups exist as do 30 chartered State offices.

PA serves parents who are experiencing difficulty in parenting and who actively seek assistance. Fifty-nine percent of client parents nationwide are self-referred. The remaining 41 percent are court-ordered to attend the program.

In addition to its core programs, PA provides help for special groups such as teen parents, minorities, incarcerated men and women, and adults who were sexually abused as children. Toll-free hotline and referral numbers exist in 29 States, and the national PA office operates a nationwide toll-free referral line.

Parents Anonymous
National Office
6733 South Sepulveda Blvd., Suite 270
Los Angeles, CA 90045
(213) 410-9732
(800) 421-0353

The Society for Young Victims

Founded in 1975, the Society for Young Victims (SFYV) is a nonprofit charitable organization that operates under the laws of Rhode Island, Massachusetts, Illinois, Indiana, and New Hampshire. Its goals are to: (1) make Americans aware of the staggering number of children who disappear throughout the country each year; (2) return runaway, parentally abducted, and criminally abducted children to their lawful custodians; (3) change legislation and public attitudes to benefit child victims and their families and stop criminals who abduct or harm children in any way; and (4) give aid and solace to families of missing children through nonofficial procedures to assist in their searching, ease their burden, and help them adjust. Since it was established, SFYV has assisted 2,331 families and located 1,571 children. Currently, it has an active caseload of 580. Each missing child reported to SFYV is registered and assigned a caseworker in the office closest to the child's home community. Searching parents pay no fees for services such as support groups, legal referrals, production and distribution of flyers, investigations, and reproduction of photographs. A case remains open until the child is located or until the custodial parent requests that it be closed.

In addition to providing direct services to parents of missing children, SFYV conducts child safety programs, safe house programs, and adult awareness programs. One special program that SFYV has presented to more than 80,000 children is McDonald's Children's Charities "It's Elementary," a school safety curriculum for preschool through high-school students. A supporting brochure, *Kid Tips*, is available free of charge from the Society.

SFYV staff train teachers, law enforcement officers, and attorneys, and serve as expert witnesses in custody cases. Their work has been featured in major national publications, including *USA Today*, the *New York Times*, *Parents Magazine*, and *McCalls*, and they have appeared on national television programs such as the "Today Show," "Hour Magazine," and "Phil Donahue."

The Society for Young Victims
Spooner Building
54 Broadway
Newport, RI 02840
(401) 847-5083
(800) 999-9024

CHAPTER 3

NATIONAL TOLL-FREE TELEPHONE LINE, RESOURCE CENTER, AND CLEARINGHOUSE

T

he National Center for Missing and Exploited Children (NCMEC) serves as the national resource center and clearinghouse for information on missing and exploited children. NCMEC provides technical assistance to citizens and law enforcement agencies; trains law enforcement officers; distributes photographs and descriptions of missing children nationwide; coordinates child protection efforts with the private sector; networks with nonprofit service providers and State missing persons clearinghouses; and provides information and advice on effective State legislation to ensure the safety and protection of children.

NCMEC operates a 24-hour toll-free telephone line for individuals to report information on missing and exploited children: 1-800-843-5678. This number is also used as the Child Pornography "TIPLINE," privately funded and coordinated with the U.S. Customs Service, to receive reports of child sexual exploitation. NCMEC's TDD hotline for the hearing impaired is 1-800-826-7653. Its business number is 703-235-3900.

Single copies of many publications are available free of charge by writing to the National Center for Missing and Exploited Children, Publications Department, 2101 Wilson Boulevard, Suite 550, Arlington, VA 22201.

The National Toll-Free Telephone Line

The National Center's hotline operates every day of the year, 24 hours per day, handling an average of 199 calls per weekday. Calls are taperecorded for later assistance to law enforcement. NCMEC recruited Spanish-speaking volunteers to work on the hotline when its number and the case histories of missing children were shown on UNIVISION, the Spanish-language cable network.

Between January and September 1989, the National Center received 49,513 calls on its hotline, as follows:

| | |
|---|-------------------|
| Total Information Requests | 39,155 |
| Technical Assistance (directly related to a missing or runaway child incident) | 5,158 |
| Publications | 10,173 |
| Technical Assistance (to law-enforcement, nonprofit service providers, attorneys, etc.) | 23,824 |
| Total Reports of Possible Missing Child Cases | 10,358 |
| Abducted by Family Members | 496 |
| Voluntary Missing (Runaways) | 1,122 |
| "Other" Missing | 157 |
| Sexual Exploitation | 112 |
| Child Pornography (Privately funded) | 50 |
| Citizens' Leads (Sightings) | 8,390 |

Hotline operators have answered more than 375,000 calls of sightings, leads, and requests for information since 1984. More than 54,000 of these calls were from citizens reporting sightings of missing children. More than 7,700 hotline calls were handled during the 5 days that followed the airing of the television film, *I Know My First Name Is Steven*, the story of a boy abducted and victimized for years by a child molester.

By restructuring and reconfiguring the computer network, NCMEC has made significant progress in updating and improving the hotline's management information system. Addition-

ally, the National Center hotline has joined the YOUTHNET computer bulletin board network to facilitate the exchange of information with other youth-serving organizations. The University of California at San Francisco, Center for the Study of Trauma, is using data from the hotline to support its research on the reunification of missing children with their families.

In order to determine more accurately the extent of danger to runaways, hotline staff regularly make callbacks to parents who have made reports. This followup program also allows NCMEC to determine the status of cases and offer additional assistance. All hotline calls about runaways are referred to the National Runaway Switchboard, operated by the U.S. Department of Health and Human Services (HHS). During 1989, 1,122 such calls were referred.

Technical Assistance and Training

NCMEC case managers perform the following six functions: (1) disseminate leads on missing children to law enforcement agencies; (2) provide analytic and technical assistance to law enforcement officers on proper case-handling methods; (3) instruct parents on filing a missing person report and working with police, State clearinghouses, and nonprofit service providers to recover missing children; (4) coordinate with Federal agencies handling cases of international abduction and import and export of child pornography; (5) collaborate with Federal agencies to sponsor professional training programs; and (6) provide technical assistance to parents' attorneys on legal issues related to missing children.

During 1989, the case managers provided technical assistance in 2,690 cases of missing children and 224 cases of child sexual exploitation. Since the National Center's inception in 1984, they have assisted in the recovery of 14,189 children.

More than 28,000 professionals in 44 States and Canada have received NCMEC training in the detection, identification, and investigation of child sexual exploitation and missing children. NCMEC trainers taught neonatal nurses and hospital security managers in 13 States prevention and response techniques for the abduction of infants from hospitals.

A highlight of training efforts in 1989 was the Fourth National Training Conference on Missing and Exploited Children. Entitled "The Commitment Continues," the conference was

held October 1-4 at the Criminal Justice Center in Huntsville, Texas. Participants included law enforcement officers, legal system professionals, representatives of State clearinghouses, nonprofit service providers, and parents of missing children. The agenda encompassed training in investigative skills; legal and legislative remedies for parental abduction; issues for nonprofit service providers; strategies for prevention, education and public awareness; and updates on child sexual exploitation and abuse. The National Center for the Prosecution of Child Abuse coordinated a mock trial.

Legal Technical Assistance (LTA) staff have helped parents' attorneys, congressional staff, and law enforcement officers in more than 1,400 cases involving missing or exploited children. LTA staff also maintain a clearinghouse of Federal and State missing children and child protection legislation. In 1989, they compiled legislation from every State and the District of Columbia on registration of sex offenders who victimize children and law enforcement access to criminal history records.

LTA staff continued to provide consultation services to INTERPOL and the State Department's Office of Citizens Consular Services in cases of international parental kidnapping. They also helped an ad hoc group of organizations that was preparing for the United Nations Convention on the Rights of the Child, and met with Australia's Commissioner on Human Rights to exchange information on handling cases of missing and exploited children.

The NCMEC counsel advised the Senate Select Committee on Indian Affairs about mandatory reporting of child abuse in Native American schools and day care centers, and assisted in redrafting the Children's Bill of Rights pending in the U.S. Congress. In conjunction with the Senate Subcommittee on Children, the National Center held a briefing for U.S. Senators and staff on the issues of missing and exploited children and the activities and goals of the National Center. NCMEC board member John Walsh and Senator Orrin Hatch hosted the briefing.

Publications and Photo Distribution

More than 3 million NCMEC publications have been distributed to parents and child-serving professionals in the law enforcement, social service, health care, and legal systems since the Center opened. NCMEC publications have received numerous awards, including *Association Trends* awards for Excellence in Association Publications, the Apex '89 Award for Publica-

tion Excellence, and the Certificate of Merit for Exemplary Programs from the National Victim Center.

New 1989 publications available from the National Center include: *Selected State Legislation*, second edition; *Child Sex Rings: A Behavioral Analysis*, by Kenneth Lanning of the FBI; *For Hospital Professionals*, a brochure developed in conjunction with the North Carolina Safety/Security Health Care Council; and *Just in Case . . . You Are Considering Daycare*, developed in cooperation with the National Resource Center on Child Sexual Abuse and printed free by PIP (Postal Instant Press).

This year, NCMEC publications reached out to Spanish-speaking communities with four brochures in the *Pro si Acaso . . . (Just in Case . . .)* series. The brochures contain information on finding a babysitter and what to do if your child is missing, runs away, or is the victim of parental kidnapping. Another new publication that is planned is the *Nonprofit Service Providers Handbook*, written almost entirely by nonprofit service providers.

NCMEC's Photo Distribution Program disseminated more than 76,000 photographs and biographies of 896 missing children nationwide. This number does not include the millions of photographs disseminated through ADVO-System, the American Gas Association, and other large-scale photo distribution partners.

PIP prints NCMEC posters free of charge and distributes them to parents, State clearinghouses, and their local nonprofit service providers. More than 100 PIP stores around the country participate in this program.

Currently, more than 430 private-sector organizations print photographs of missing children, and 30 Federal agencies and many U.S. Senators and Congressmen place photographs of missing children on their mail. To date, more than 130 children nationally have been recovered as a direct result of the photo distribution program.

The photo distribution program also uses computer technology—developed by the National Research Center for the Identification of Missing Children at the University of Illinois at Chicago—to update old photographs of missing children. At no cost to the parent, photographs are “age-progressed” using anthropometric data on facial growth, computer technology, and the special skills of a medical illustrator. Thus far, 19 of the age-progressed images have resulted in a recovery.

The National Network

NCMEC Nonprofit Relations staff provided technical assistance to organizations around the country wishing to commemorate Missing Children's Day on May 25, 1989. President Bush honored Missing Children's Day by issuing a Presidential Proclamation. Plans are underway for a special observance in Washington, D.C., on Missing Children's Day 1990.

The NPO (Nonprofit Organization) Liaison Committee offers a forum for nonprofit service providers to exchange information and join in cooperative efforts to respond to missing and exploited child cases. The Director of Nonprofit Relations helps families obtain free or low-cost lodging, food, and transportation while traveling to recover a missing child. Since 1984, 320 families of missing children have received these services. A number of private-sector partners contribute to the program, including American Airlines, Continental Airlines, Greyhound/Trailways, Quality Inns International, and Avis.

This year, NCMEC sponsored a State Clearinghouse Training Workshop in Washington, D.C. Training focused on handling parental kidnapping cases, use of computer technology in a missing persons clearinghouse, and the Missing/Exploited Children Comprehensive Action Program funded by the Office of Juvenile Justice and Delinquency Prevention.

Prevention and Education

NCMEC, the Adam Walsh Child Resource Center, and Digital Equipment Corporation joined together to develop and produce *KIDS AND COMPANY: Together for Safety* to meet the schools' needs for an effective and appropriate child protection and safety curriculum. The American Association of School Administrators, the National Association of Chiefs of Police, the National Children's Advocacy Center, the National Committee for the Prevention of Child Abuse, and the National Education Association all support *KIDS AND COMPANY: Together for Safety*.

Another education source that will be housed at NCMEC are the materials compiled for the Atlanta Children Memorial Resource Room and Training Center. Parents, professionals handling missing and exploited child cases, and students and researchers examining child victimization issues can access the materials.

The National Center's Agenda for the 1990's

NCMEC has established an action agenda for the 1990's to address the issues it believes are most critical. The following seven points are taken from that plan.

- (1) Too often, the same justice system that locks up offenders is unable to provide assistance for traumatized child victims in need of counseling and treatment. The National Center will work with nonprofit service providers, prosecutors, and legislators to develop programs to seek offender resources to pay for counseling and treatment for child victims of sexual abuse and exploitation.
- (2) The National Center refers runaways to the HHS National Runaway Switchboard. Because many runaways cannot summon the courage to make a second call after they have contacted the National Center, staff will explore ways to coordinate more closely with the National Runaway Switchboard and link the hotlines through a computer network.
- (3) Disadvantaged children are disproportionately victimized in a number of ways—a fact made clear during the tragedy of the children abducted and murdered in Atlanta between 1979 and 1981. To commemorate the 10-year anniversary of the Atlanta murders, the National Center is working with the U.S. Department of Justice to explore collaborative approaches to address the victimization of minority, Hispanic, refugee, homeless, and needy children.
- (4) Serial child molesters and killers often move from State to State to escape detection and commit crimes again and again. Currently, there is no source of information for law enforcement officers searching interstate for an offender's conviction record. The National Center will work with legislators to establish a Sex Offender Registry, which will enable law enforcement departments to make child molesters' conviction records available to child care officials nationwide. This information can then be used to screen professionals and others who work with children.
- (5) Few schools have appropriate curriculums for teaching children how to protect themselves against abduction and exploitation. The National Center will make a concerted effort to introduce *KIDS AND COMPANY: Together for Safety* into schools across the country.

- (6) More than 4,000 missing children cases are long-term (i.e., the children have been missing more than 2 years). The National Center will begin an aggressive campaign to ensure that the names and faces of these missing children are remembered both by law enforcement officers who are obligated to continue their investigations and by the public.
- (7) To stay in the forefront of the Nation's agenda for children, child protection issues depend on a strong network of dedicated grassroots supporters. The National Center will assist grassroots organizations developing nationwide membership campaigns to rally child advocates to seek stronger child protection legislation, participate in prevention and education programs, and help reduce child abduction and victimization in their own communities.

CHAPTER 4

RESEARCH, DEMONSTRATION PROJECTS, AND SERVICE PROGRAMS TO HELP MISSING AND EXPLOITED CHILDREN

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he Missing Children's Assistance Act, Title IV of the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, as amended, authorizes the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to award grants for research, demonstration projects, and service programs in the area of missing and exploited children. OJJDP's fiscal year 1989 missing children funds supported 10 projects. Other projects, which were awarded missing children funds during previous years, continued during fiscal year 1989 without new money. All are described in this chapter.

Projects Receiving Fiscal Year 1989 Funds

Access to the National Crime Information Center

Through an interagency agreement with the Federal Bureau of Investigation (FBI), OJJDP funds enabled the National Center for Missing and Exploited Children to access records in the FBI's National Crime Information Center (NCIC). (See chapter 2 of this Report for a description of NCIC.) NCMEC uses the NCIC to verify investigative leads; follow up information it receives about missing juveniles or missing adults who were juveniles when they disappeared, unidentified living persons, and unidentified bodies; and check whether local law enforcement agencies have entered specific names into the system. NCMEC makes approximately 2,000 inquiries each month.

Federal Bureau of Investigation
National Crime Information Center
J. Edgar Hoover Building, Room 7230
Washington, DC 20535
(202) 324-2606

National Center for Missing and Exploited Children
2101 Wilson Blvd., Suite 550
Arlington, VA 22201
(703) 235-3900

Child Victim as Witness

This research and development program will increase knowledge about the effects of court policies and procedures on child-victim witnesses. The grantee is systematically testing different techniques for reducing the trauma a child experiences during the legal process and improving the way child victims are handled in court. To accomplish this objective, the grantee established a collaborative relationship with local courts, prosecutors, judges, law enforcement personnel, and protective services workers in four sites to implement the techniques. They are Polk County (Des Moines), Iowa; Ramsey County (St. Paul), Minnesota; Erie County (Buffalo), New York; and San Diego County, California.

Strategies being tested include, but are not limited to:

- Avoiding direct confrontation between the child victim and defendant.
- Permitting special exceptions to hearsay for sexually abused children.
- Eliminating or modifying competency criteria for child victims.
- Using expert witnesses.
- Excluding spectators from the courtroom audience.

During fiscal year 1989, the grantee completed a literature review that included a State-by-State analysis of current statutes and case law and an assessment of recent law review articles addressing innovative procedures in prosecuting child abuse cases. The major finding is that although there are a number of strategies that can be used to alleviate a child's trauma during court proceedings without adversely affecting a case, most courts are reluctant to use them.

Also during fiscal year 1989, the project director attended the International Conference on the Evidence of Children, which was held in Cambridge, England. The only representative of the United States to attend the conference, she spoke about the alternatives to traditional prosecution and the innovative techniques that have been proposed and implemented in courtrooms nationwide.

During phase 3, the grantee will analyze the site data and develop a variety of publications and other materials targeted to specific professional, academic, policymaking, and practitioner audiences.

Education Development Center, Inc.
55 Chapel Street
Newton, MA 02160
(617) 969-7100

Families of Missing Children: Psychological Consequences

This research program has identified and documented effective treatment strategies for ameliorating the adverse psychological consequences of abduction and sexual exploitation for the parents, the missing child, and other siblings during the period of disappearance and after a child is recovered. To collect their data, the researchers established a collaborative relationship with missing child programs in four jurisdictions. The programs are: Lost Child Network, Kansas and Missouri; Illinois State Police I SEARCH, Northern and Southern Illinois; and Adam Walsh Foundation, Southern California.

Data collection begins when a child's custodian first contacts the missing children program and continues throughout the period the child is missing and during the period of recovery or nonrecovery. Retrospective data from the pre-missing period are also being collected. Researchers are documenting both the level and nature of referral and psychological services provided to parents and children, as well as the manner in which the services are provided. During the coming year, they will conduct preliminary analyses of the data and give feedback to the program sites.

The research results will inform families, law enforcement personnel, social service agencies, missing children agencies, and schools about tested strategies to reduce the psychological trauma of abduction and sexual exploitation.

Langley-Porter Psychiatric Institute
University of California, San Francisco
401 Parnassus Avenue
San Francisco, CA 94143
(415) 476-7344

Juvenile Justice Resource Center

The Juvenile Justice Resource Center (JJRC) provides staff support and technical services to OJJDP and its grantees. JJRC also manages a consulting pool of experts who review and evaluate National Institute for Juvenile Justice and Delinquency Prevention projects; speak at professional meetings and conferences; conduct special short-term projects; and serve as peer reviewers for grant applications made to OJJDP. Other JJRC responsibilities include logistical support for OJJDP's program development workshops and meetings of the Coordinating Council on Juvenile Justice and Delinquency Prevention and direct service to the OJJDP Administrator. JJRC's fiscal year 1989 missing children activities included writing the *OJJDP Annual Report on Missing Children: 1988* and working with the Attorney General's Advisory Board on Missing Children to publish its 1988 comprehensive plan, *Missing and Exploited Children: The Challenge Continues*. Staff also provided assistance for quarterly meetings between the OJJDP Missing Children's Program Director and OJJDP project monitors overseeing missing children grants.

Aspen Systems Corporation
1600 Research Blvd.
Rockville, MD 20850
(301) 251-5535

Missing, Runaway, and Exploited Children

This grant supports the development of comprehensive recommendations and a judicial response among large urban court systems to the problems of missing, runaway, and exploited children. Three meetings of the Metropolitan Court Judges (MCJ) Steering Committee have been conducted, as well as a national conference, "America's Missing, Runaway, and Exploited Children: A Juvenile Justice Dilemma." More than 300 participants and faculty attended the conference to discuss issues such as sexual exploitation; psychological consequences of abduction; street children, drugs, and AIDS; deinstitutionalization of status offenders; and interstate and international problems in child abduction. Their recommendations for responsive action to missing, runaway, and exploited children are contained in the conference report. Preliminary recommendations—including expansion and enhancement of missing children information systems, improved networking among agencies involved with missing children, greater uniformity in State statutes, and increased cooperation among judges and missing children nonprofit organizations—will be reviewed by the MCJ Steering Committee at its February 1990 meeting.

National Council of Juvenile and Family Court Judges
P.O. Box 8970
Reno, NV 89507
(702) 784-6012

National Center for Missing and Exploited Children

This fiscal year 1989 grant allowed the National Center for Missing and Exploited Children (NCMEC) to continue to function as the national resource center and clearinghouse required under the Missing Children's Assistance Act, Title IV of the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, as amended. The activities of the National Center are described in detail in chapter 3 of this Report.

National Center for Missing and Exploited Children
2101 Wilson Blvd., Suite 550
Arlington, VA 22201
(703) 235-3900

National Study of the Incidence of Missing Children

This statutorily mandated study scientifically develops valid and reliable national estimates both of the numbers of children reported or known to be missing during a given year and of the numbers of missing children who are recovered. It also establishes profiles of missing children and characterizes the episodes. Findings will support improvements in prevention programs and intervention policies and procedures. (Refer to chapter 5 of this Report for the Executive Summary of this Study.)

In January 1989, OJJDP published a *Juvenile Justice Bulletin* entitled, "Preliminary Estimates of the Number of Stranger Abduction Homicides of Children." The Bulletin provided the first substantial estimates from official sources of the parameters of the most serious type of missing child case.

University of New Hampshire
Family Research Lab
126 Horton Social Science Center
Durham, NH 03824
(603) 862-2761

Reunification of Missing Children

This initiative will develop prototype models of family reunification and determine their effectiveness through a controlled testing process. The grantee has already identified promising or effective strategies to assist families in adjusting to the return of a missing child. Its assessment report, which was submitted to OJJDP in fiscal year 1989, described the characteristics of reunified children. It also indicated that law enforcement departments are the only agencies, public or private, that participate in the reunification of missing children. Their involvement is limited, however, to locating the child; no follow up or support services are provided after a child is returned to his or her family. Future work will include (1) development of program and service models, (2) creation of training and technical assistance materials to transfer the model designs, and (3) testing the model programs and services.

Langley-Porter Psychiatric Institute
University of California, San Francisco
401 Parnassus Avenue
San Francisco, CA 94143
(415) 476-7344

State Clearinghouse Technical Assistance Program

Through this cooperative agreement, the National Center for Missing and Exploited Children (NCMEC) supports capacity-building activities of State missing children clearinghouses. In response to mandates of the Missing Children's Assistance Act, Title IV of the JJDP Act, NCMEC helps the clearinghouses coordinate their operations with the National Center and other nonprofit missing children organizations; and offers training and technical assistance workshops on topics such as legislative issues, legal aids, management information systems, and improving clearinghouse operations. Workshop topics are determined through a needs assessment conducted by NCMEC. The National Center has signed minicontracts with 22 States to purchase computer equipment for data base management and electronic networking. Additionally, NCMEC has provided training services to 41 State clearinghouses since 1986.

National Center for Missing and Exploited Children
2101 Wilson Blvd., Suite 550
Arlington, VA 22201
(703) 235-3900

Training and Technical Assistance for Private Voluntary Organizations

This project provides organization and administrative training to private voluntary organizations involved with missing and exploited children. Its goal is to increase the organizations' longevity by improving staffs' management skills. One hundred fifty-seven participants representing 39 organizations received technical training during fiscal year 1989. Curriculums focused on managerial skills, fundraising, and volunteerism. The grantee also sponsored a national technical assistance conference in Orlando, Florida. Sixty-five nonprofit service providers attended to develop skills in strategic planning and receive up-to-date materials about successful missing children agencies. A similar conference was held in Anaheim, California, in January 1990.

Institute for Nonprofit Organization Management
384 Inverness Drive, South, Suite 207
Englewood, CO 80112
(303) 799-4571

Other Active Missing Children Projects

Child Safety Curriculum Standards

The National School Safety Center (NSSC), established in 1983, focuses the Nation's attention on school safety and promotes safe, secure, and peaceful schools. NSSC provides training and technical assistance and develops and disseminates resource materials so that school administrators, law enforcement personnel, judges, and legislators can respond effectively to school safety issues. NSSC publicizes the magnitude of school crime and violence; fosters innovative, workable crime prevention strategies, and gives advice about schools' role in dealing with children who have been exploited or abused.

During fiscal year 1989, a major NSSC accomplishment was the creation of preliminary Child Safety Curriculum Standards, which have been reviewed at professional and advisory board meetings in Los Angeles, Dallas, and Tampa. The Standards will be finished by summer 1990 and, once published, will be disseminated to schools and nonprofit organizations throughout the Nation. They are age-appropriate and are designed to make students more aware of problems such as assaults, bullying, weapons, drug abuse, and missing children. Teachers and law enforcement professionals can use the standards to teach children how to protect themselves from danger.

NSSC operates a national clearinghouse for school crime-related information. It responds to more than 1,000 requests per month from practitioners and the public. Materials available from the clearinghouse include more than 50,000 articles, publications, and films, as well as a national school safety network speakers bureau. NSSC's comprehensive public information campaign disseminates videos and special publications and sponsors "America's Safe School Week" each year. In fiscal year 1989, NSSC produced the book, *Set Straight on Bullies*; its film version was sent by satellite to PBS stations nationwide.

National School Safety Center
16830 Ventura Blvd.
Encino, CA 91436
(818) 377-6200

Law Enforcement Policies and Practices

The National Study of Law Enforcement Agencies Policies and Practices for Handling Missing Children and Homeless Youth was completed during fiscal year 1989. The study included three major data collection efforts:

- (1) A national survey of police agencies that investigated missing child cases to determine case characteristics, investigative priorities and procedures, obstacles to investigation, and case outcomes.
- (2) Site visits to 30 jurisdictions to conduct interviews with various police and shelter personnel to obtain detailed information about police response and problems in connection with missing child cases.
- (3) Interviews with parents and guardians who reported a missing child to the police, and with children who returned after a missing event, to describe cases, case outcomes, and police responses from the perspectives of parents and children.

The grantee is now integrating the findings from these three efforts to generate information about police actions, decisionmaking, and case outcomes that can inform future law enforcement policies and practices. Completion of the draft final report is projected for June 1990.

Research Triangle Institute
P.O. Box 12194
Research Triangle Park, NC 27709
(919) 541-6452

The URSA Institute
China Basin, Suite 6600
San Francisco, CA 94107
(415) 777-1922

Missing and Exploited Children Comprehensive Action Program

The Missing and Exploited Children Comprehensive Action Program (MCAP) addresses priority issues identified by the Attorney General's 1987-1989 Advisory Board on Missing

Children. MCAP's purpose is to provide a comprehensive, coordinated, community-based systems approach for:

- Training juvenile and youth-service professionals to manage child sexual abuse and exploitation cases.
- Developing policies and procedures to guide background checks on prospective youth-service employees and volunteers.
- Developing training, policies, and practical techniques on how to handle child victims in court.
- Developing acceptable court and youth-service agency policies for handling child abuse and exploitation cases.
- Developing school training and awareness programs about recognizing child abuse and flagging the school records of transfer students.
- Developing community awareness programs about missing, abused, and exploited children incidents and issues.
- Developing law enforcement policies and practices for preliminary and followup investigations of missing and exploited child cases.
- Developing cooperative information sharing, coordinated services, professional training, and case management expertise among multiple community youth-service agencies.

During fiscal year 1989, the grantee conducted a needs assessment of promising programs and reviewed research relevant to the objectives described above. Findings are being analyzed for possible inclusion in the MCAP program design. The grantee will create training packages that are responsive to the selected program design and will select four to six jurisdictions as examples of promising multiagency information- and service-sharing activities. During fiscal year 1990, OJJDP will determine the scope of phase 2 of the project.

Public Administration Service
1479 Chain Bridge Road
McLean, VA 22101
(703) 734-8970

CHAPTER 5

NATIONAL INCIDENCE STUDY, MISSING, ABDUCTED, RUNAWAY, AND THROWNAWAY CHILDREN IN AMERICA

F

irst Report: Numbers and Characteristics An Overview of the Executive Summary

The Office of Juvenile Justice and Delinquency Prevention sponsored the National Incidence Study, *Missing, Abducted, Runaway, and Thrownaway Children in America*, in response to a congressional mandate of the Missing Children's Act. Six interrelated studies were completed in FY 1989 to enumerate and describe five different populations. The following is an overview of the Executive Summary.

| The Estimates | Estimated Number of Children in 1988 |
|------------------------------|---|
| Family Abductions | |
| Broad Scope | 354,100 |
| Policy Focal | 163,200 |
| Non-Family Abductions | |
| Legal Definition Abductions | 3,200–4,600 |
| Stereotypical Kidnappings | 200–300 |
| Runaways | |
| Broad Scope | 450,700 |
| Policy Focal | 133,500 |

| | |
|--|---------|
| Thrownaways | |
| Broad Scope | 127,100 |
| Policy Focal | 59,200 |
| Lost, Injured, or Otherwise Missing | |
| Broad Scope | 438,200 |
| Policy Focal | 139,100 |

- Due to definitional controversies, each problem is estimated according to two possible definitions (see page 64).
- These estimates should not be added or aggregated.

Major Conclusions

- What had previously been called the missing children problem is, in reality, a set of at least five very different problems. Each of these problems needs to be researched, analyzed, and treated separately.
- Many of the children in at least four of these categories were not literally missing. Caretakers knew where they were. The problem was in recovering them.
- Due to definitional controversies and confusion regarding the concept of missing children, public policy still needs to be clarified on this problem. Which children and which situations should be included, what do they have in common, and what are they to be called?
- Family Abduction appeared to be a substantially larger problem than previously thought.
- The Runaway problem did not appear to be larger in 1988 than at the time of the last national survey in 1975.

- More than one-fifth of the children who have previously been termed Runaways should actually be considered Throwaways.
- There were a large group of literally missing children who have not been adequately recognized by previous research and policy concerning missing children. These were children who were missing because they were lost, injured, or because they miscommunicated with caretakers about where they would be, or when they would be home.

Background

The National Incidence Studies of Missing, Abducted, Runaway, and Throwaway Children (NISMART) was undertaken in response to the mandate of the 1984 Missing Children Act. Its objective was to estimate the incidence of five categories of children, those who were:

- Abducted by family members
- Abducted by non-family members
- Runaways
- Throwaways
- Missing because they had become lost or injured, or for some other reason.

Methodology

NISMART collected data from six sources:

- (1) Household Survey. The centerpiece study was a telephone survey of 34,822 randomly selected households, which yielded interviews with 10,544 caretakers about the experiences of 20,505 children. The response rate for eligible households was 89 percent. The modern sophistication of such surveys allowed researchers to derive accurate national estimates, while compensating for households without telephones and other nonparticipating households.

- (2) Juvenile Facilities Survey. This was a survey of residential facilities, such as boarding schools and group homes, to find out how many children had run away from these facilities, in addition to children who ran from households.
- (3) Returned Runaway Study. This was a primarily methodological interview study with children who had run away and returned home. Its goal was to find out if children's accounts of episodes matched those of their parents.
- (4) Police Records Study. This was a study of police records in 83 law enforcement agencies, in a national random sample of 21 counties, to find out how many Non-Family Abductions were reported.
- (5) FBI Data Reanalysis. A reanalysis was conducted of 12 years of FBI homicide data to determine how many children were murdered in conjunction with possible abductions by strangers.
- (6) Community Professionals Study. This was a study of 735 agencies having contact with children, in a national random sample of 29 counties, to determine how many children known to these agencies were abandoned or thrown away.

Definitions

Serious definitional controversies surround each of the problems studied, which made it necessary to estimate the incidence of each according to at least two definitions. For example, in many States the crime of abduction can entail the coerced movement of a person as little as a few feet. However, the public thinks of abduction in terms of notorious crimes like the Lindbergh or Adam Walsh kidnappings, where a child is taken a substantial distance, for a substantial period of time, or with the intent to keep or kill. Similarly, some State laws define parental abduction as an episode in which a parent takes a child or keeps a child for any length of time in violation of a custody decree. But the popular image of a parental abduction is of a parent who flees to another city or another country with a child, or who hides the child.

Thus, within each of the individual problems, incidence estimates were presented according to at least two definitions: what was called, first, a "Broad Scope" and then a "Policy Focal" definition. "Broad Scope" generally defines the problem the way the affected families might define it. It includes both serious and minor episodes that may nonetheless be alarming to the

participants. By contrast, "Policy Focal" generally defines the problem from the point of view of the police or other social agencies. It is restricted to episodes of a more serious nature, where children are at risk and there is a need for immediate intervention. Policy Focal cases are a subset of Broad Scope ones.

Two definitions were created for non-family abductions: Legal Definition Abductions and Stereotypical Kidnapping. The Legal Definition Abduction corresponds to the crime of abduction as it is specified in the criminal law of many States and includes the short-term, coercive movement entailed in many rapes and assaults. Stereotypical Kidnapping, by contrast, reflect more closely the popular stereotype of a kidnapping, as a long-term, long-distance, or fatal episode.

The carefully crafted definitions were the result of a three-stage process, involving a panel of 34 experts, and a review of relevant legal statutes, law review articles, and prior studies.

Family Abduction

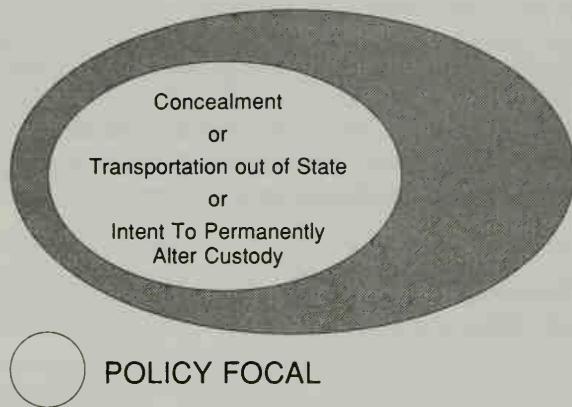
Broad Scope Family Abduction (figure FA-1) was defined as a situation where a family member: 1) took a child in violation of a custody agreement or decree; or 2) in violation of a custody agreement or decree failed to return a child at the end of a legal or agreed-upon visit in which the child was away at least overnight.

A "family member," in addition to the usual meaning, included anyone with a romantic or sexual involvement with a parent. Moreover, "abductions" could be perpetrated by custodial as well as noncustodial caretakers. The incidence estimates were based entirely on the Household Survey portion of NISMART.

There were an estimated 354,100 Broad Scope Family Abductions in 1988 (figure FA-2). This is much higher than earlier guesstimates of 25,000 to 100,000.

A Policy Focal Family Abduction was a more serious episode, entailing one of three additional aggravating conditions: 1) an attempt was made to conceal the taking or the whereabouts of the child, or prevent contact with the child; 2) the child was transported out of State; 3) there was evidence that the abductor had the intent to keep the child indefinitely or to permanently alter custodial privileges.

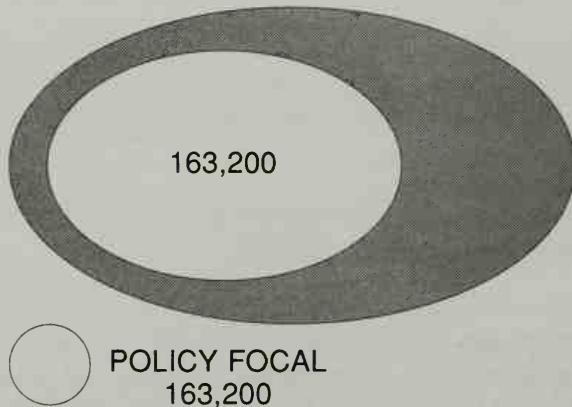
FAMILY ABDUCTION: DEFINITION



TAKEN IN VIOLATION
OF CUSTODY
OR
NOT RETURNED

Figure FA-1

FAMILY ABDUCTION: INCIDENCE 1988



354,100

Figure FA-2

There were an estimated 163,200 Policy Focal Family Abductions in 1988, or 46 percent of the Broad Scope cases. Family Abduction had the largest estimated incidence of any Policy Focal category in NISMART.

Most of the Broad Scope Family Abductions were perpetrated by men, noncustodial fathers, and father figures. Most victims were children from ages 2 to 11 with slightly more at younger ages, but relatively few infants and older teens. Half involved unauthorized takings, mostly from the children's homes; half involved failures to return the child after an authorized visit or stay.

The most common times for Family Abductions were in January and August. These are the times when school vacations end and visitations are exchanged. Most of the episodes lasted 2 days to a week; with very few—10 percent—a month or more. In only a tiny fraction, 1 percent or less, the child was still being held by the abductor.

The period immediately after a divorce was *not* when most Family Abductions occurred. Instead, 41 percent occurred before the relationship ended. Another 41 percent did not occur until 2 or more years after a divorce or separation. This was probably due to the time it took parents to develop new stable households, move to other communities, develop new relationships and become disenchanted with the legal system—all factors that could precipitate abductions.

A number of figures give a sense of the scope of the most serious Broad Scope cases. In 1 out of 10 cases, the child was removed from the State. In 3 out of 10 cases, the child experienced serious or mild mental harm, according to the caretaker. In approximately one-third of the cases, there was an attempt to conceal the child's whereabouts. In 4 out of 10 cases, the caretaker contacted the police. In 5 out of 10 cases, the caretaker contacted an attorney. Although sexual abuse is one of the most feared components of family abduction, its occurrence was unusual (less than 1 percent).

Also of interest, in half the episodes, the caretakers *did know* where the children were most of the time. The problem was not in discovering the whereabouts of the child, but in having the child returned to proper custody.

There were interesting regional disparities in the occurrence of Family Abduction, with the South overrepresented and the Midwest underrepresented. It is possible that the more tradi-

tional legal system in the South makes noncustodial fathers pessimistic concerning a favorable outcome, therefore, they may take matters into their own hands.

Non-Family Abduction

Much of the controversy about abductions by non-family perpetrators has been over definitions. To the public, stranger abduction means notorious crimes like the Adam Walsh case. However, in many States, the legal definition of abduction is both encompassing and broad, including the coerced movement of many brief sexual assaults. When people hear high-incidence estimates based on the legal definition, many are disbelieving because they think of cases like the Adam Walsh kidnapping. Thus, NISMART estimates were made for both Legal Definition Abductions and Stereotypical Kidnapping.

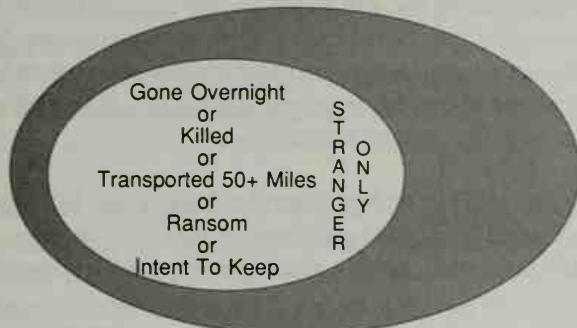
Legal Definition Non-Family Abduction was the coerced and unauthorized *taking* of a child into a building, vehicle, or a distance of more than 20 feet; the detention of a child for more than an hour; or the *luring* of a child for the purposes of committing another crime (figure NFA-1). Many short-term abductions that took place in the course of other crimes, like sexual assault, were counted under this definition.

Stereotypical Kidnapping required that the child: 1) was gone overnight; 2) was killed; 3) was transported a distance of 50 miles or more; 4) was ransomed; or 5) the perpetrator evidenced an intent to keep the child permanently. The perpetrator also needed to be a *stranger*. A content analysis of newspaper articles showed that 92 percent of the crimes against children described with the words "abduction" or "kidnapping" met one of the five criteria. This confirmed that when reporters write and the public reads about abduction, they are thinking primarily of Stereotypical Kidnapping.

Due to the small numbers, no reliable estimates could be constructed from the Household Survey. Therefore, the Non-Family Abduction estimates came primarily from the Police Records Study. In addition, the researchers developed an estimate of the number of Stranger Abduction Homicides by reanalyzing 12 years of FBI homicide data.

There were an estimated 3,200 to 4,600 *Legal Definition Non-Family Abductions* known to law enforcement in 1988 (Figure NFA-2). Of these, an estimated 200 to 300 were *Stere-*

NON-FAMILY ABDUCTION: DEFINITION



TOOK
or
DETAINED
or
LURED

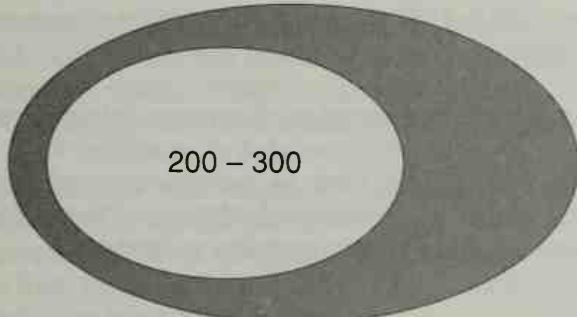
STEREOTYPICAL
KIDNAPPINGS

LEGAL DEFINITION
ABDUCTION

Figure NFA-1

NON-FAMILY ABDUCTION: INCIDENCE

1988



KNOWN TO POLICE

3,200 – 4,600

STEREOTYPICAL
KIDNAPPINGS
200 – 300

LEGAL DEFINITION
ABDUCTION
3,200 – 4,600

Figure NFA-2

otypical Kidnapping. Based on FBI data, there were also an estimated 43 to 147 Stranger Abduction Homicides annually between 1976 and 1987.

Although there was a high degree of confidence in the estimates for Abduction Homicides and Stereotypical Kidnapping, it was believed that the estimate for Legal Definition Non-Family Abduction may be low. A number of Legal Definition Abductions may never be reported to the police, because the victims are ashamed or intimidated. Such episodes would not be included in the estimate, which is based on police records.

Teenagers and girls were the most common victims of Non-Family Abduction. In Legal Definition Abductions, half the victims were 12 or older and three-quarters were girls. Blacks and Hispanics were heavily overrepresented among victims compared to the general U.S. population.

Two-thirds or more of the Legal Definition Abductions involved sexual assault. A majority of victims were abducted from the street. Over 85 percent of the Legal Definition Abductions involved force, and over 75 percent involved a weapon. Most episodes lasted less than a whole day; 12 to 21 percent lasted less than an hour. In 2 percent, the child was still missing at the time of the last police entry in the file. In 14 to 21 percent, the child was known to have been injured as a result of the abduction, but much information was missing from police records on this score.

The analysis of FBI homicide data from 1976 to 1987 showed no discernible change in the rate for Stranger Abduction Homicides over the 12-year period.

In the Household Survey, caretakers did report a large number of *attempted* abductions; an estimated 114,600, all involving strangers. Most of these consisted of an attempt by a passing motorist to lure a child into a car, and no actual harm or coercion occurred. In a majority of instances, the police were not contacted. However, children seem to have a fairly large number of encounters with strangers where an abduction seems to have been threatened.

Runaways

Broad Scope Runaways were children who left home without permission and stayed away overnight. In addition, if children were already away and refused to return home, they were also counted as Runaways, depending on their age and the amount of time away: 2 nights away if they were 15 or older, and 1 night if they were 14 or younger. The estimates for Runaways came from two sources: the Household Survey and the Juvenile Facilities Survey, which counted children who ran away from institutions.

There were an estimated 446,700 Broad Scope Runaways from households in 1988 (figure RA-2). In addition, an estimated 12,800 children ran from juvenile facilities (figure RA-3). Because many children who ran from facilities also ran from households during the same year, the joint number of Broad Scope Runaways from households *and* facilities was estimated to be 450,700 (the household estimate plus the 4,000 who ran from juvenile facilities only). (Figure RA-4.)

Policy Focal Runaways were Broad Scope children, who in the course of their episode, were without a secure and familiar place to stay. There were an estimated 129,500 Policy Focal Runaways from households. Since all runaways from juvenile facilities were considered to be Policy Focal, the joint number of Policy Focal Runaways from households and juvenile facilities was estimated to be 133,500 (figure RA-4).

There was no evidence of any higher level of running away in 1988 than in 1975. A comparison of NISMART results and results from the 1975 National Statistical Survey on Runaway Youth, using very similar definitions and similar methodology, showed almost exactly the same rate of running away from households in both years.

Almost all Runaways were teenagers. They tended to come disproportionately from stepparent-type households (where a parent was living with a partner who was not the child's other parent), compared to the occurrence of such households in the general population. The Runaways from facilities ran primarily from group foster homes, residential treatment centers, and other mental health facilities.

Runaway episodes occurred more often in the summer. Two-thirds of Broad Scope Runaways from households ran to a friend's or relative's home. Eighty-two percent were accom-

RUNAWAYS: JUVENILE FACILITIES INCIDENCE 1988

4,000

Ran From
Juvenile Facility Only

+

8,800

Ran From Juvenile Facility
and Household

From Households



POLICY FOCAL
12,800



BROAD SCOPE
12,800

Figure RA-3

RUNAWAYS: TOTAL INCIDENCE 1988

129,500

446,700

+

4,000

From
Juvenile Facilities

From Households



POLICY FOCAL
133,500



BROAD SCOPE
450,700

Figure RA-4

panied by others during the episode. Half returned within 2 days. For 39 percent, their caretakers knew their whereabouts most of the time.

Among the most serious Broad Scope household cases, however, 1 child in 10 went a distance of more than 100 miles. One child in 14 went out of State. And 1 child in 10 was still gone from the home at the time of the interview. Three percent had been sexually abused and 1 percent physically harmed. Thirty-six percent of the Broad Scope children had run away previously in the last 12 months. The police were contacted in 40 percent of the episodes.

The runaways from juvenile facilities tended to have even more serious episodes. Almost one-half left the State and one-third were picked up by the police. One in 10 was placed in jail and 1 in 20 was placed in a juvenile detention center. There were small percentages who became involved in prostitution (5 percent), drug dealing (3 percent), armed robbery (3 percent), and other crimes. The staff of the facilities knew nothing about the whereabouts of these children in half the cases. Police were contacted in 73 percent of the episodes.

Thrownaways

A child qualified as a Broad Scope Throwaway if any one of four situations occurred: 1) the child had been directly told to leave the household; 2) the child had been away from home and a caretaker refused to allow the child back; 3) the child had run away but the caretaker made no effort to recover the child or did not care whether the child returned; 4) the child had been abandoned or deserted (figure TA-1). In any case, the child had to be out of the household for at least 1 night.

The estimates for Throwaways came from two sources: the Household Survey and the Community Professionals Study, which was used to estimate the number of children who had been abandoned. There were an estimated 127,100 Broad Scope Throwaways in 1988, including 112,600 from the Household Survey and 14,500 who were abandoned based on the Community Professionals Study (figure TA-2).

A Policy Focal case was a Throwaway without a secure and familiar place to stay during some portion of the episode. All the abandoned children were considered Policy Focal. There were an estimated 59,200 Policy Focal Throwaways in 1988. Throwaways constituted

THROWNAWAYS: DEFINITION

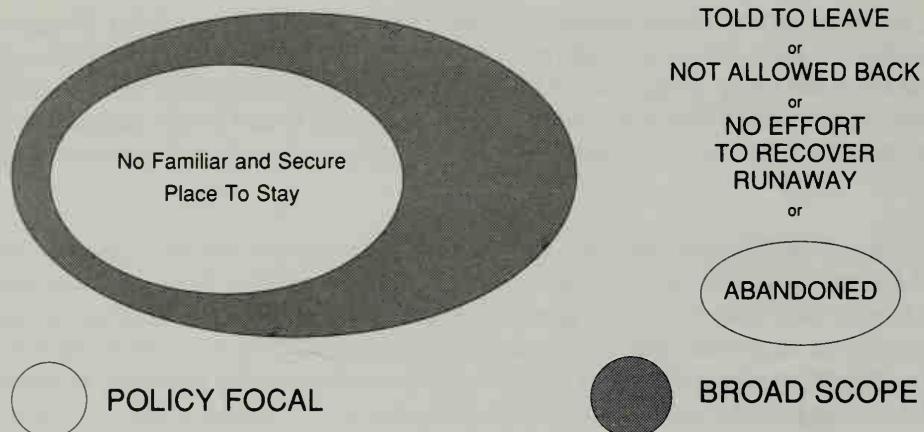


Figure TA-1

THROWNAWAYS: INCIDENCE 1988

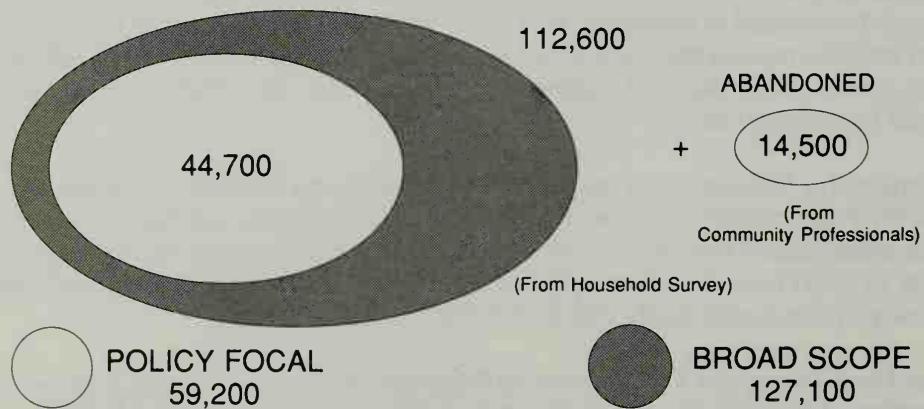


Figure TA-2

about 22 percent of the pooled group of Runaways and Throwaways, the group that had previously been labeled Runaways.

The Broad Scope Throwaways identified in the Household Survey were predominantly older teenagers. By contrast, the abandoned children tended to be young, one-half under the age of 4. Abandoned children, in contrast to other Throwaways, were also heavily concentrated in low-income families. In either case, fewer children from households with both natural parents were thrown away or abandoned than would have been expected, based on their proportion of the U.S. population.

Broad Scope Throwaways from households tended to occur in the spring. Fifty-nine percent were preceded by an argument and 27 percent by violence. Most Throwaways went to homes of friends and relatives. Most also stayed within a 10-mile radius of their home. In 60 percent of the cases, caretakers claimed to know the Throwaway's whereabouts most of the time; but many of these caretakers were not actually looking for the children, and may have expressed a false degree of confidence.

Among the most serious episodes, a full fifth of the Broad Scope Throwaways from households were still gone from their households at the time of the interview. This percentage of nonreturned children is higher than for any other category of NISMART children. Thirteen percent spent a night without a place to sleep. Fifteen percent had been in a juvenile detention center.

Compared to Runaways, Throwaways experienced more violence and conflict with their families and were more likely to still be gone from their home. Also, fewer caretakers in Throwaway cases contacted the police.

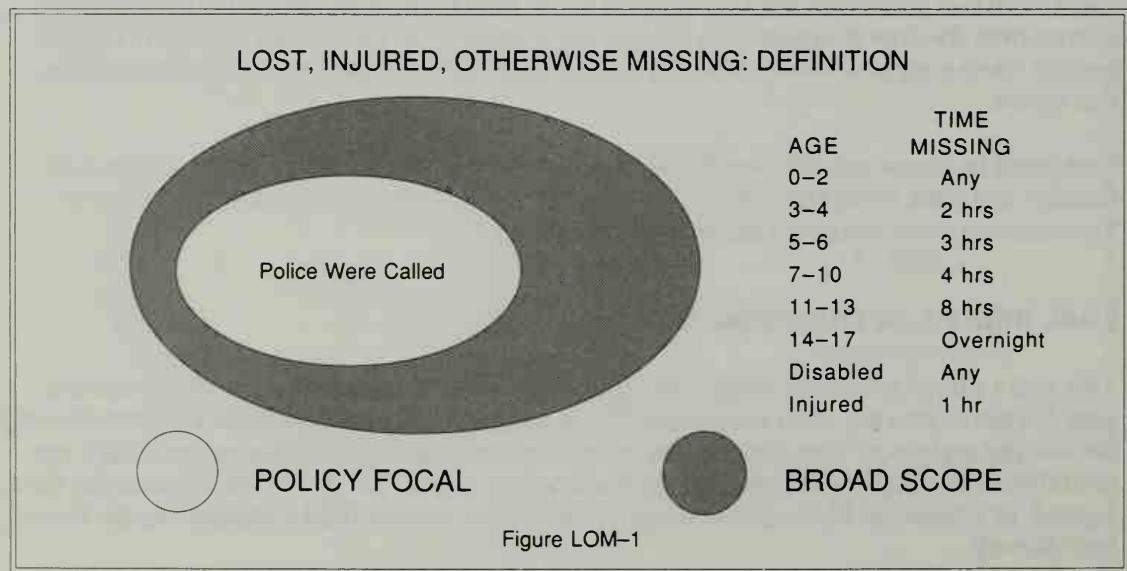
Lost, Injured, or Otherwise Missing

This was a mixed group of children, missing from their caretakers for a variety of reasons, who did not fit into the other categories. Broad Scope cases were defined as children missing for varying periods of time (from a few minutes to overnight) depending on the child's age, disability, and whether the absence was due to injury (figure LOM-1). The estimate for Lost, Injured, or Otherwise Missing was based entirely on responses from caretakers in the Household Survey.

There were an estimated 438,200 Broad Scope Lost, Injured, or Otherwise Missing children in 1988. Policy Focal cases were Broad Scope episodes serious enough that the police were called. There were an estimated 139,100 Policy Focal Lost, Injured, or Otherwise Missing children in 1988, or 32 percent of the Broad Scope children.

Two groups of children experienced the large majority of Broad Scope incidents: children under 4 (47 percent), for whom even short absences can be a source of alarm; and children 16-17 (34 percent), who are the most independent, involved in risky activities, and most likely to test, forget about, or misunderstand their degree of responsibility to inform parents about where they are.

Children who truly lost their own way accounted for only a small percentage (1 percent) of this group. Injured children made up 6 percent. The largest subgroup consisted of children who forgot the time, misunderstood expectations, or whose caretakers misunderstood when the children would return.



Most of these episodes were short, a third lasting less than 6 hours. Only 2 percent were gone more than a day, and only 1 percent were still missing at the time of the interview. Half the episodes occurred in the summer.

Although many of the episodes in this category appeared relatively benign, a substantial fraction seemed quite serious. In 21 percent, the child experienced physical harm. In 14 percent, the child was abused or assaulted in the course of the episode. This is more harm than in any other category except Non-Family Abduction. Moreover, in 32 percent of Broad Scope cases, caretakers were alarmed enough that police were called (these are the Policy Focal cases).

Overall Conclusions

NISMART drew two important conclusions concerning the overall "missing children" problem.

- (1) Although the five problems studied here are often grouped together as one—"missing children"—in fact, they are extremely dissimilar social problems. They have very different causes, different dynamics, different remedies, different policy advocates, and different types of institutions and professionals who are concerned. *They could not be lumped together for meaningful scientific analysis.*
- (2) There was a second serious obstacle to grouping the five categories of children under the rubric "missing children": *not all the children were literally missing.* As the studies revealed, a large proportion of the caretakers knew where their children were most of the time during the episodes. For example, in the case of family abduction, only 17 percent of the children had their whereabouts not known to caretakers (figure RE-2). Many caretakers knew the children were at the home of their ex-spouse, but could not get them back. In the case of runaways from households, only 28 percent of the children were entirely missing. Most runaways were known to be at the homes of friends or relatives. Even in the case of non-family abductions, most episodes were so short-lived, as in the case of an abduction and rape, that the child may not have been missed by anyone.

Thus, it was determined that it was not possible to develop a meaningful and useful global figure for the "number of missing children." First, because of the profound differences among the problems, it did not make sense from a scientific standpoint to add together such disparate episodes as runaways, stranger-abducted children, parentally abducted children, and so forth, or even some portion of each of these problems, into a single number of so-called missing children. Second, children in these categories were "missing" in different senses, and in many cases, as pointed out earlier, not missing at all. Finally, when such numbers have been lumped together in the past, it has created a great deal of confusion. People have assumed that missing children meant children who had been abducted or who had permanently disappeared. Thus, all the statistical findings and conclusions of this study were made about five distinct social problems, and there are no global figures. Researchers specifically discourage anyone from trying to create or use a global number on the basis of NISMART statistics.

Whereabouts Known to Caretakers Household Survey

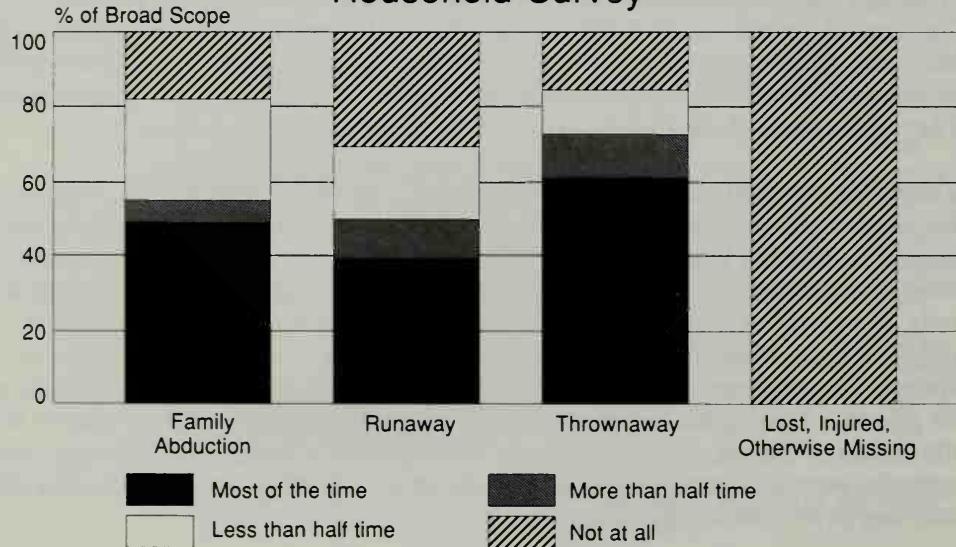


Figure RE-2

Recommendations

Public policy around what has become known as “missing children” needs to clarify its domain. It needs to be more specific about which children and which situations are included; why they are included; and what they are to be called. If the five problems studied need an overarching framework, the researchers proposed the compound term “Missing and Displaced,” rather than the simple term “Missing.”

Public policy needs to more clearly differentiate each of the separate social problems included under the so-called “missing children” umbrella.

The researchers recommend increased attention to the problem of Family Abduction. The incidence of this problem proved larger than earlier estimates, and its 163,200 Policy Focal cases were the most numerous of all Policy Focal categories. Family Abductions may well be on the rise and yet could be readily amenable to prevention.

The researchers recommend that all policy, publication, and research on the problem of Runaways take into account the difference between Runaways and Throwaways. Throwaways are a large group with different dynamics; they suffer from being lumped indiscriminately with Runaways.

The researchers recommend special attention and an increased policy focus on the problem of children who run away from institutions. These children are among the most chronic runaways and the ones at highest risk of becoming crime victims and perpetrators; they need a specialized approach.

The researchers recommend new attention to the problems of children who fall into the category of Lost, Injured, or Otherwise Missing. This group, numerous in the total as Runaways, experienced substantially more physical harm than any other category, except those who were victims of Non-Family Abductions. The 139,000 children reported to police in this category were almost as numerous as the Runaways reported to police. Some of the children in this category probably experienced quite minor episodes, but others were very serious cases. A policy about missing children needs especially to include this serious group.

The researchers recommend that another set of incidence studies be undertaken 5 years from now, conducted largely along the lines of the present approach with a few modifications.

These modifications would include a more comprehensive canvass of police records, a more direct sample of juvenile facilities, and a planned coordination with future child abuse and neglect incidence studies. In addition, the researchers urge that interim methodological studies be undertaken to improve the future incidence efforts.

The researchers recommend that the Department of Justice consider the possibility of ongoing data collection systems, for example, the use of National Crime Survey or a police-based "sentinel" system to provide yearly incidence statistics for some categories of missing and displaced children.

Further information regarding the National Incidence Study: Missing, Abducted, Runaway, and Throwaway Children in America conducted by Dr. David Finkelhor, Dr. Gerald Hotaling, and Dr. Andrea Sedlak is available by contacting the Juvenile Justice Clearinghouse, Box 6000, Rockville, MD 20850. 1-800-638-8736 or 301-251-5000.

CHAPTER 6

STATE CLEARINGHOUSES THAT RECEIVED FINANCIAL ASSISTANCE FROM OJJDP IN FISCAL YEAR 1989

S

tate clearinghouses collect data about missing child cases, increase public awareness about missing children and the sexual exploitation of youth, and assist in searching for and recovering missing children. They are located throughout the Nation in State law enforcement agencies, State departments of education, or State social service agencies. To date, 42 States and the District of Columbia have established missing children clearinghouses. They are listed in appendix C of this Report.

The Office of Juvenile Justice and Delinquency Prevention supports State clearinghouses with funds provided through the National Center for Missing and Exploited Children (NCMEC). Fifteen States plus the District of Columbia received OJJDP financial assistance through NCMEC in fiscal year 1989. The activities of those clearinghouses, along with relevant statistics where available, are described in this chapter. Also described is Canada's clearinghouse for missing children, the Missing Children's Registry. Located at the Royal Canadian Mounted Police Headquarters in Ottawa, Ontario, it serves all Canadian, U.S., and foreign police agencies that request assistance in missing child cases.

Alabama

The Alabama Department of Public Safety, Missing Children Bureau, distributes flyers, posters, and other materials containing descriptions and photographs of missing children to the State Board of Education, law enforcement agencies, and, upon request, to private companies such as Mobil Gas Company, Anniston Star Newspaper, and Mailworks. Its clearinghouse maintains a 24-hour toll-free hotline to receive reports of missing children and information about ongoing cases. In cooperation with the Governor's Office and by joint resolution of the Congress, the Missing Children Bureau proclaimed December 1, 1989, as Alabama's Day of the Child.

In fiscal year 1989, clearinghouse staff opened 34 cases involving runaway youth. Of the 34 cases, 24 were closed and 10 were continued. Staff also opened 15 parental kidnapping cases. They closed 10 and continued to investigate 5. The Missing Children Bureau received and processed a total of 66,813 teletype messages during the year.

Alabama Department of Public Safety
Missing Children Bureau
500 Dexter Avenue
Montgomery, AL 36102-1511
(205) 242-4207
(800) 228-7688 (in State)

Arizona

On November 8, 1988, Governor Rose Mofford signed an Executive Order officially designating the Arizona Department of Public Safety (DPS) as the State's Clearinghouse for Missing, Abducted, and Exploited Children. Within DPS, the Criminal Investigation Research Unit is responsible for coordinating the Family Information Directory (F.I.N.D.), a centralized referral center for cases of missing adults and children.

F.I.N.D. provides the following services: (1) investigative research to law enforcement agencies to aid location efforts throughout Arizona and the Nation; (2) weekly missing person bulletins (256 in fiscal year 1989); (3) liaison with the National Center for Missing and Exploited Children for all Arizona law enforcement agencies; (4) referrals to jurisdictional agencies for cases that originate in other States but may have crossed into Arizona; (5) assistance in returning recovered children; (6) receipt and processing of telephone calls about missing persons (106 in fiscal year 1989); and (7) maintenance of monthly National Crime Information Center statistics on Arizona's missing and unidentified persons.

Arizona Department of Public Safety
Criminal Investigation Research Unit
P.O. Box 6638
Phoenix, AZ 85005-6638
(602) 223-2158

Arkansas

Attorney General Steve Clark initiated the Missing Children Services Program (MCSP) in 1985 to give support to families of missing children and help agencies that serve the State's children. Through MCSP, families receive direct services such as investigative support, referrals to support groups, and networking linkages with law enforcement agencies and other States' missing children clearinghouses.

The MCSP seeks to prevent missing and exploited child episodes by developing and distributing informational posters, conducting school child safety programs, and sponsoring statewide child identification days. Working with Southwestern Bell Telephone Company, MCSP designed and disseminated a training curriculum to teach children how to use a telephone in an emergency. Pay telephones, teacher training materials, and a 7-minute videotape have been distributed to all public and private schools in the State.

In a joint effort with the National Center for Missing and Exploited Children, MCSP conducted inservice training for law enforcement departments throughout Arkansas. The training increased officers' awareness of the need for timely and effective community responses to children and families in crisis.

The Office of the Attorney General, which houses the MCSP, helped establish a private non-profit organization to solicit funds for families recovering their missing children. Called ProTACT—Protecting Arkansas Children Together—it has paid the travel expenses for parents and children in 15 cases.

During fiscal year 1989, the Arkansas MCSP responded to 16 parental abduction cases. Nine children have been recovered. MCSP also received reports of 7 runaways; 3 children were returned home.

Missing Children Services Program
Office of the Attorney General
Tower Building, Suite 400
323 Center Street
Little Rock, AR 72201
(501) 682-2007
(800) 482-8982 (in State)

Colorado

The Colorado State clearinghouse, called the Colorado Missing Children Project, addresses missing and exploited children issues by:

- Developing and delivering specialized training programs for criminal justice and youth-service professionals.
- Serving as the main point of contact with the National Center for Missing and Exploited Children to provide information about cases originating in Colorado for the national directory of missing and abducted children.
- Developing uniform data systems to assist in documentation efforts.
- Providing followup on missing child cases originating in other States and establishing cooperative ventures with other State clearinghouses.
- Coordinating local public awareness campaigns.
- Preparing and distributing bulletins and acting as the State's clearinghouse for photographs of missing children.
- Counseling citizens about the ways they can help locate missing children.
- Completing nationwide record and file searches to locate abductors.
- Accepting leads and tips by telephone, mail, and teletype from any source and ensuring followup by the appropriate agency.

The clearinghouse helps school districts monitor the records of transfer students in the State to determine whether they belong to missing children. Further, clearinghouse staff monitor missing children reports statewide to ensure their validity, completeness, and accuracy, and to verify that the report has been entered into the FBI's National Crime Information Center. If a child has been missing more than 30 days, staff attempt to obtain the dental records to expedite the identification and return of the child once located.

In 1989, the clearinghouse opened a total of 71 cases, including 57 involving runaway youth and 14 involving parental or noncustodial abductions. During the year, 45 cases were closed—40 involving runaways and 5 involving parental abductions.

Colorado Bureau of Investigation
Crime Information Center, Suite 3000
690 Kipling Street
Denver, CO 80215
(303) 239-4251

District of Columbia

The District of Columbia Missing Children Information Center (MCIC) assists law enforcement agencies by maintaining a centralized file of information about children missing from the District of Columbia and other jurisdictions. The MCIC coordinates with States' missing children clearinghouses, publicizes child safety tips, distributes posters of missing children, and makes public appearances at events sponsored by local organizations in the District.

In fiscal year 1989, 2,153 missing children were reported to the MCIC. Staff closed 2,090 cases and carried over 63 into fiscal year 1990 for further investigation. Two hundred and ten children missing from other jurisdictions were located in the District of Columbia during fiscal year 1989.

Metropolitan Police Department
Missing Children Information Center
1700 Rhode Island Avenue NE.
Washington, DC 20018
(202) 576-6772

Florida

Florida established the first missing children clearinghouse in the Nation. The Missing Children Information Clearinghouse (MCIC) is located within the Florida Department of Law Enforcement, Division of Criminal Justice Information Systems. It serves as a liaison

between citizens and law enforcement, and acts as a resource center by collecting, compiling, and disseminating information to assist in locating missing children. The clearinghouse accepts all information about missing children, regardless of the circumstances surrounding the disappearance, and forwards it immediately to the primary investigative agency. It makes a forensic artist, specially trained in photoaging, available to assist in locating youth who have been missing for a long time.

The Florida Crime Information Center's (FCIC) Missing Persons File, which has been in operation for 16 years, provides an automated system for all Florida law enforcement agencies to enter information and make inquiries about missing persons. A toll-free in-State hotline receives information about sightings, initial missing child reports, and requests for assistance and information. All entries in the FCIC Missing Persons File on juveniles are forwarded for inclusion in the FBI's National Crime Information Center Missing Persons File.

The MCIC manages an aggressive public awareness campaign. MCIC publishes emergency flyers containing photographs and descriptions of missing children believed to be in immediate danger. MCIC also publishes and disseminates a monthly bulletin to 2,500 individuals, missing children organizations, and law enforcement agencies. Its *Child Safety Guide* contains commonsense ideas for parents to discuss with their children. The School Safety Programs brochure outlines procedures for establishing prevention programs, and the Absentee Reporting Program brochure explains effective procedures for timely notification of parents or guardians that their child did not attend school as expected.

Since 1982, MCIC has directly assisted in recovering 138 missing children. During fiscal year 1989 alone, staff made 3,411 contacts to provide support in missing child cases.

Florida Department of Law Enforcement
Missing Children Information Clearinghouse
P.O. Box 1489
Tallahassee, FL 32301
(904) 488-5224
(800) 432-0821 (in State)

Georgia

The Georgia Missing Children Information Center (MCIC) was established in July 1986 as a central repository of information on missing children. Staff collect and maintain case information and disseminate it only to law enforcement agencies. They also publish the *Georgia Criminal Activity Bulletin*, the *Georgia Missing Children Bulletin*, and emergency flyers.

Fiscal year 1989 was a time of reorganization for the clearinghouse. Forms, publications, and recordkeeping methods were updated to improve the accuracy of statistics and enhance efforts to locate children. Staff attended a State clearinghouse workshop sponsored by the National Center for Missing and Exploited Children.

Of the cases opened by the Georgia MCIC in fiscal year 1989, 51.8 percent involved parental abductions, 33.8 percent involved runaways, and 3.3 percent involved stranger abductions; 11.1 percent of the cases were reports of children missing for unknown reasons.

Georgia Bureau of Investigation
Missing Children Information Center
P.O. Box 370808
Decatur, Georgia 30037-0808
(404) 244-2554
(800) 282-6564 (in State)

Illinois

The Illinois State Enforcement Agencies to Recover Missing Children (I-SEARCH) is the largest State-level missing children program in the country. I-SEARCH agents are assigned to zone offices throughout the State and to the Child Exploitation Unit in Chicago to help local law enforcement agencies investigate cases of missing and exploited children, child sexual abuse, child pornography, and prostitution. I-SEARCH staff manage missing child cases; coordinate with missing children clearinghouses and organizations in other States; provide investigative support and assistance in recovering missing children; and administer grants.

In fiscal year 1989, the Illinois State Police Law Enforcement Agencies Data Systems' Missing Children File recorded 38,693 entries. Clearance rates for Illinois State Police, local

I-SEARCH units, and other local law enforcement agencies totaled 98.8 percent. Cases were resolved by (1) actual recovery, (2) body found, (3) returned home, (4) arrest, (5) canceled as invalid, or (6) canceled no contact. Illinois State Police and local I-SEARCH units, excluding the City of Chicago, recovered 9,426 children in FY 1989.

I-SEARCH systematically approaches the problem of missing and exploited children by educating the public, improving the criminal justice system, seeking legislative changes, conducting research, and directly assisting grassroots child safety efforts. I-SEARCH profiles offenders, interviews recovered children and child victims of sexual exploitation, and works to reduce the trauma experienced by victimized families and children.

I-SEARCH chairs the Interstate Advisory Council on Missing and Exploited Children. The Council—which I-SEARCH helped establish—meets regularly to share information, initiate multistate training programs, promote networking among case investigators, and coordinate responses to interstate issues. Illinois, Indiana, Iowa, Kentucky, Missouri, Minnesota, Ohio, and Wisconsin are members of the Council.

Illinois State Police
I-SEARCH
500 Iles Park Place, Suite 400
Springfield, IL 62718-1002
(217) 785-6053
(800) 843-5763 (in State)

Kansas

When a citizen or law enforcement agency needs help from the State of Kansas on a missing person case, the Kansas Missing Children Clearinghouse (KMCC) responds. While KMCC does not actively participate in case investigations, it does coordinate efforts between law enforcement and searching parents and suggests useful investigative techniques that might be employed.

KMCC sends weekly lists of the State's missing children to the Kansas Department of Health and Environment so that their birth records can be flagged. Through the Kansas Department of Education, monthly lists are disseminated to school districts for flagging school records.

KMCC provides training, upon request, to local agencies and private-sector groups to facilitate locating missing persons. Last fall, staff trained participants at the annual conference of the Associated Public-Safety Communications Operators, Inc. KMCC also monitors National Crime Information Center (NCIC) entries for completeness and accuracy. Monitoring of attempt-to-locate messages both on the National Law Enforcement Teletype System and on the Kansas Automated Statewide Telecommunications Records Access System is also conducted to ensure that persons missing from Kansas are included in the NCIC system.

In fiscal year 1989, KMCC staff coordinated or provided advice on 61 missing child cases.

Kansas Bureau of Investigation
Special Services Division
1620 SW. Tyler Street
Topeka, KS 66612
(913) 232-6000
(800) 572-7463 (in State)

Kentucky

The Kentucky Missing Child Information Center is located within the Intelligence Section of the Kentucky State Police. Staff prepare missing person flyers and pamphlets, work closely with the State's Department of Education and Bureau of Vital Statistics, act as liaison between law enforcement agencies and the National Center for Missing and Exploited Children, and disseminate information to the public about procedures for handling missing person cases. In 1989, 8,126 cases were reported to the Missing Child Information Center; 7,786 cases were cleared during the year.

Kentucky State Police
Missing Child Information Center
1240 Airport Road
Frankfort, KY 40601
(502) 227-8799

Minnesota

In fiscal year 1989, 40 missing child cases were reported to the Missing Children Clearinghouse in Minnesota. Of those, 21 involved parental kidnappings, 11 involved runaways, and 1 involved a stranger abduction; 7 children were reported missing for unknown reasons.

The Clearinghouse develops a *Missing Children Bulletin* and disseminates it to State law enforcement agencies, State offices of Federal law enforcement agencies, other State clearinghouses, and agencies on its own resource list. It networks and coordinates information exchange with other State clearinghouses and law enforcement agencies; makes referrals to other State clearinghouses when appropriate; maintains a resource list of public and private agencies that can provide needed assistance; and responds to inquiries from law enforcement agencies and the National Center for Missing and Exploited Children. The Clearinghouse serves as a technical assistance and educational resource to the public and professionals in the juvenile justice and youth-service fields.

Minnesota State Clearinghouse
Bureau of Criminal Apprehension
1246 University Avenue
St. Paul, MN 55104
(612) 642-0610

New Jersey

The New Jersey State Police Missing Persons Unit (MPU) serves as the State's centralized law enforcement agency that investigates and disseminates information about missing and unidentified persons. Child sexual exploitation cases are investigated through the MPU's Child Sexual Exploitation Squad, which has gained national recognition for its expertise.

The MPU is legislatively charged with coordinating and investigating cases involving missing and unidentified persons. To accomplish this objective, MPU maintains a centralized data base on all missing and unidentified persons reported in New Jersey. MPU also provides investigative, specialized, and technical services to law enforcement agencies throughout the State and training for the State's medical examiners. Staff presented 65 lectures to law enforcement and citizen groups in 1989.

Recently, the MPU played a major role in the production of the Emmy award winning documentary, *On the Run*. From 1987-1989, it generated the New Jersey Commission on Missing Persons' State Action Plan for then Governor Thomas Kean. In collaboration with the Commission, the MPU hosted a first-ever conference to address the problem of runaway youth in New Jersey.

MPU received more than 1,000 calls for assistance from other government agencies and the general public in 1989. Of New Jersey's 17,190 missing persons reported in 1989, 13,619 were juveniles. During the year, MPU initiated 153 investigations as follows: 43 juvenile runaways; 29 parental abductions; 41 missing adults; 17 unidentified persons; 20 child sexual exploitation; and 3 other. To date, 105 (69 percent) of the cases have been resolved.

New Jersey State Police
Missing Persons Unit
P.O. Box 7068
West Trenton, NJ 08629
(609) 882-2000, ext. 2895

New York

The New York State Missing and Exploited Children Clearinghouse (MECC) conducts activities in four major areas: (1) support to law enforcement; (2) maintenance of the FIND-KID hotline; (3) training, education, and legislative initiatives; and (4) publicity for missing children cases through the distribution of posters and flyers.

In November 1984, New York State responded to the missing and exploited children problem by establishing, through statute, a central statewide Missing Children Register based at the Department of Criminal Justice Services. Law enforcement agencies are required by law to report missing children cases to the statewide Register upon receiving missing children complaints. MECC maintains the Register, which, during fiscal year 1989, was directly involved in locating and/or recovering 73 children. At the end of the year, 1,697 cases remained active.

Currently, the Clearinghouse is strengthening its ties with private voluntary groups and neighborhood associations that have evolved to combat the plight of missing and exploited

children. Clearinghouse staff also collaborate with schools and community-based organizations to develop child safety education and prevention programs. They create publicity to sustain the public's awareness of the plight of missing children.

The Clearinghouse operates a 24-hour hotline for authorized noncriminal justice agencies to make inquiries against Register data and for citizens to report sightings of missing children or seek assistance. Staff aid in the safe and expedient recovery of missing children and work to reduce crimes committed against them.

New York Division of Criminal Justice Services
Missing and Exploited Children Clearinghouse
Executive Park Tower, Stuyvesant Plaza
Albany, NY 12203
(518) 457-6326
(800) 346-3543 (in State)

Ohio

The Missing Child Educational Program (MCEP) serves as the Ohio State missing children information/education clearinghouse. Its activities are coordinated with appropriate agencies and organizations to create public awareness of the problem of missing and exploited children and to develop materials and programs to help prevent both abductions and children running away from home.

In FY 1989, MCEP distributed more than 39,625 copies of publications to agencies, organizations, and individuals. Educational personnel received 62 copies of the *Missing Child K-12 Safety Curriculum* and 4,255 copies of a bimonthly bulletin listing missing children. Schools and other organizations continued to request the publication, *Personal Record and Safety Tips for the Family*, produced in collaboration with the Governor's Office of Criminal Justice Services.

MCEP developed a directory of resources for assistance in locating missing children and disseminated it statewide. In a cooperative effort among Governor Richard Celeste, State Senator Lee Fisher, and the Ohio Department of Education, videotaped public service

announcements promoting the MCEP were produced and aired on television stations throughout Ohio.

In July 1988, the Ohio Bureau of Criminal Identification and Investigation listed 1,836 children as missing; by the end of June 1989, that number had grown to 2,162. The Bureau reports 79.6 percent clearance rate for missing child cases during the fiscal year.

Ohio Department of Education
Missing Children Education Program
65 South Front Street, Room 719
Columbus, OH 43266-0308
(614) 466-6830
(800) 325-5604 (in State)

South Carolina

The Missing Persons Information Center (MPIC), part of the Support Services Unit of the South Carolina Law Enforcement Division, began operating on July 1, 1985. MPIC provides investigative and technical assistance to South Carolina law enforcement agencies and coordinates with missing person/children units nationwide to locate and recover missing persons. MPIC sponsors public awareness programs, such as the distribution of bimonthly bulletins and flyers about missing children; offers counseling and referral services for runaways and victimized families; and provides investigative assistance in child abuse and exploitation cases.

Training law enforcement personnel and the public is an integral component of MPIC's legislative mandate. A prominent part of this training is Safety Town, a mock community constructed of wood that is used to teach young children safety precautions and techniques for avoiding potentially dangerous situations. MPIC has presented the Safety Town program statewide at schools, churches, shopping malls, and other locations.

MPIC's statistics on cases reported during 1989 reflect the following:

| | Total Cases | Locations | Active Cases |
|----------------------|-------------|-----------|--------------|
| Runaways | 59 | 55 | 4 |
| Parental Kidnappings | 14 | 10 | 4 |
| Missing | 36 | 28 | 8 |
| Abductions | 5 | 2 | 3 |
| Unidentified | 4 | 0 | 4 |

South Carolina Law Enforcement Division
 Missing Persons Information Center
 P.O. Box 21398
 Columbia, SC 29221-1398
 (803) 737-9000
 (800) 322-4453 (in State)

Texas

The Missing Persons Clearinghouse (MPC) within the Department of Public Safety serves as a central repository for information on missing persons in Texas. MPC uses a variety of data bases and works with local Texas law enforcement agencies, clearinghouses and law enforcement agencies in other States, and the general public to develop information that may assist in locating missing children and adults. MPC also collects and exchanges information on unidentified persons.

The Clearinghouse distributes a monthly bulletin of missing or unidentified Texans and persons from outside Texas who are believed to be in the State. These bulletins, which described a total of 145 cases in 1989, are sent to most law enforcement agencies in Texas and to clearinghouses in other States. MPC also disseminates educational and informational brochures and makes presentations to law enforcement agencies, inservice training schools, and private organizations. During 1989, staff visited 15 Texas law enforcement departments.

The Clearinghouse operates a toll-free 24-hour hotline to receive calls about sightings of missing persons or additional information on active cases. In 1989, the hotline received 3,121 calls; additional calls were received on the MPC direct line.

In 1989, Texas law enforcement agencies entered 39,243 missing children into the FBI National Crime Information Center Missing Persons File and the Texas Clearinghouse; 37,928 entries were canceled. At the end of December 1989, there were 4,107 children still missing, including some reported missing during previous years.

In 1989, MPC was contacted directly to assist on 164 cases of missing children. Of these cases, 67 were parental abductions, 3 were stranger abductions, and the remainder were runaways or missing for unknown reasons. The Clearinghouse furnished information to law enforcement agencies that resulted in the location of 28 persons. In its 4 years of operation, MPC has provided investigative leads that have located 104 persons and identified 4 unidentified persons.

Texas Department of Public Safety
Missing Persons Clearinghouse
P.O. Box 4143
Austin, TX 78765-4143
(512) 465-2814
(800) 346-3243 (in State)

Canada

The Missing Children's Registry (MCR), Canada's clearinghouse for missing children, provides direct investigative and consulting service to all Canadian and U.S. police agencies and, through INTERPOL, all foreign police agencies.

The MCR is an information center that provides research findings on missing children from a provincial and national perspective. Police departments, other agencies, consultants, and the media use this service on an ongoing basis to determine the frequency and nature of missing children cases in Canada.

MCR also maintains and monitors files on missing children in Canada. It is linked to the Missing Person Category of the Canadian Police Information Centre (CPIC). MCR automatically receives unsolicited messages whenever a Canadian police department enters, removes, or modifies a missing child case. By accessing the unsolicited messages, the MCR is able to cooperate with agencies investigating missing child reports.

In addition to the preceding responsibilities, MCR performs the following functions:

- Enters data about missing children from other countries into the CPIC.
- Produces materials, reports, brochures, and articles on trends and numbers of missing children and other related issues.
- Meets with police departments to discuss prevention techniques.
- Networks with contacts throughout the United States; establishes Canadian/U.S. border-crossing alerts; and maintains a contact alert with Canadian Customs.
- Makes requests through Canadian Consular Offices to obtain information on the safety and location of children abroad.
- Assists in cases involving the transportation of children believed to be residing in Canada.

Data collected on missing child cases for calendar year 1988 showed a total of 56,023 cases entered; 52,212 cases removed; and 3,811 outstanding. Data were reported in seven categories: stranger abduction; accident; wandered off and lost; parental abduction; runaways; unknown; and other, which includes youth who have not returned to a detention home or institution. For 1988, the province of Ontario reported the most missing child cases, followed by British Columbia, Alberta, Quebec, Manitoba, Saskatchewan, Nova Scotia, Prince Edward Island, Newfoundland, and the Yukon and Northwest Territory, respectively.

Royal Canadian Mounted Police
Missing Children's Registry
P.O. Box 8885
Ottawa, Ontario, Canada K1G 3M8
(613) 993-1525

CHAPTER 7

UPDATE ON THE RECOMMENDATIONS OF THE ATTORNEY GENERAL'S 1985-1987 ADVISORY BOARD ON MISSING CHILDREN



In March 1986, the Attorney General's 1985-1987 Advisory Board on Missing Children released a report titled, *America's Missing and Exploited Children: Their Safety and Their Future*. This report included 24 recommendations "... offered as concrete ways to protect our children from becoming missing or exploited children" (p. 17). The recommendations were organized in five sections: the child victim; the adult offender; the child victim as witness; the potential child victim; and research to protect children and families.

Subsequent to the release of this report, the 1987-1989 Advisory Board was appointed. This new Board wrote *Missing and Exploited Children: Progress in the 80's*, which included a description of the work that had been done to implement the previous Board's recommendations.

In its 1988 amendments to the Missing Children's Assistance Act, Congress abolished the Attorney General's Advisory Board. Thus, not since 1987 has there been an organized review of the status of the original Advisory Board's 24 recommendations. The purpose of this chapter, therefore, is to document the progress made toward fulfilling the recommendations.

The Child Victim

The 1985-1987 Advisory Board made eight recommendations on the child victim. The overriding goal of these recommendations was to remove "restraints to prompt protective and corrective responses" (p. 17).

RECOMMENDATION 1: Reports of missing children should be investigated promptly and pursued vigorously. Law enforcement agencies should review their policies regarding the investigation of missing child reports.

To date, 43 States and the District of Columbia have mandated that arbitrary delays in investigating missing child cases be eliminated. This represents an increase in 16 States since the last progress report was made in December 1987. Only Hawaii, New Mexico, Oregon, Utah, West Virginia, Wisconsin, and Wyoming have not taken steps to ensure that arbitrary waiting periods are eliminated. The phase 1 report from OJJDP's study, Law Enforcement Agencies Policies and Practices for Handling Missing Children and Homeless Youth, documents that law enforcement departments with written procedures for handling missing child cases are more likely to respond in a vigorous manner than those departments with no such procedures. Chapter 4 of this Report contains a description of this study.

RECOMMENDATION 2: All States should adopt laws that require parents, guardians, and schools to promptly report missing children. These laws also should require that law enforcement agencies report disappearances to the FBI's National Crime Information Center (NCIC).

The District of Columbia and 42 States—excluding Hawaii, Indiana, Nevada, Utah, Virginia, West Virginia, Wisconsin, and Wyoming—have taken action to ensure that law enforcement agencies promptly enter missing children's names into the National Crime Information Center's Missing Persons File (NCIC-MPF). The vast majority of States have enacted legislation to mandate such reporting, with only a few, for example, Mississippi and New Jersey, issuing administrative directives. Fueled by these legislative and administrative requirements, NCIC-MPF usage has continued to increase each year.

States have been less responsive in institutionalizing mandatory reporting by school officials. The National Center for Missing and Exploited Children, however, has proposed model legislation that would encourage schools to notify parents if their child fails to attend school as expected. Six States—Kentucky, Montana, New York, Ohio, Rhode Island, and Virginia—have already enacted similar laws, and although it has been somewhat hampered by its non-law enforcement affiliation, the Ohio State Clearinghouse is continuing to match student enrollments with the NCIC-MPF. This process has helped locate more than 400 missing children in Ohio.

RECOMMENDATION 3: States should develop clearinghouses to assist families and children who are separated.

To date, 42 States and the District of Columbia have established clearinghouses for missing or missing and exploited children. Alaska has enacted enabling legislation for a clearinghouse, but has not established one. Hawaii, Idaho, Maine, Nebraska, Utah, West Virginia, and Wisconsin do not have legislative or administrative provisions for clearinghouses.

Most State clearinghouses do not provide direct assistance to families and children; rather, they provide a variety of support services (e.g., photo distribution and training) to the professionals and organizations that deal directly with families and children. The majority maintain statistical records on missing children, train local law enforcement agencies on proper use of the NCIC system and corresponding State reporting systems, offer prevention and education programs, and coordinate with nonprofit organizations. Chapter 5 of this Report describes those State clearinghouses that received financial support from the Office of Juvenile Justice and Delinquency Prevention during FY 1989. A complete list of State clearinghouses is contained in appendix C.

The need to support comprehensive statewide clearinghouses for missing and exploited children continues. The National Center for Missing and Exploited Children provides training and technical assistance to State clearinghouses. The Center has also identified 10 key functions that State clearinghouses should perform:

1. Collect and maintain computerized data and investigative information on missing persons and unidentified bodies in the State.
2. Coordinate with and provide assistance to State, local, and private-nonprofit agencies (including those in other States) and to the Federal Government in locating and recovering missing persons and identifying unidentified persons and bodies.
3. Establish and operate a statewide toll-free telephone line for receiving reports of missing persons and reports of sightings of missing persons.
4. Provide law enforcement agencies in the State with a uniform reporting and investigation protocol for missing persons cases.
5. Regularly publish and disseminate a directory of missing persons to the public and to State and local public and private nonprofit agencies.

6. Keep records on the number and types of missing child cases handled and the number of such cases resolved by the clearinghouse each year; summarize the circumstances of such cases.
7. Assist in preparing and disseminating flyers showing missing persons and their abductors.
8. Assist in training law enforcement and other professionals about issues relating to missing and unidentified persons and unidentified bodies.
9. Operate a clearinghouse of information on methods to locate and recover missing persons.
10. Operate a resource center of information about preventing abduction and sexual exploitation of children.

RECOMMENDATION 4: Congress should amend the Juvenile Justice and Delinquency Prevention Act to ensure that each State juvenile justice system has the legal authority, where necessary and appropriate, to take into custody and safely control runaway and homeless children. Prohibitions against commingling such children with adults and adjudicated delinquents should be retained.

When it reauthorized the Juvenile Justice and Delinquency Prevention Act in 1988, Congress reaffirmed the deinstitutionalization of status offenders requirements, thereby continuing the original emphasis of the JJDP Act.

RECOMMENDATION 5: State laws should be amended to require law enforcement agencies to locate and protect runaway children, taking them into custody whenever necessary. Juvenile courts should be given authority to detain such children pending appropriate placement when they are at risk. A uniform age of majority should be encouraged.

Most missing children are runaways. Even so, law enforcement responsibility for runaway children is limited. Police officers may, therefore, respond complacently when a child is reported missing. The Juvenile Justice and Delinquency Prevention Act enables police officers to take endangered runaways into protective custody and detain the runaways for a period of up to 24 hours while awaiting initial court appearance. The Office of Juvenile

Justice and Delinquency Prevention and the National Center for Missing and Exploited Children offer training that teaches police officers their proper role in handling cases involving runaways. The National Center also distributes (105,000 copies to date) the *Investigator's Guide to Missing Child Cases*.

RECOMMENDATION 6: The Federal Government, through the Department of Justice, should make fiscal and technical assistance available to local law enforcement and juvenile justice agencies so that training and workable procedural guidelines can be established.

For 7 years, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) has provided training through an interagency agreement with the Federal Law Enforcement Training Center (FLETC). The POLICY I and POLICY II (Police Operations Leading to Improved Children and Youth Services) training programs, which teach police supervisors effective management techniques for operating their juvenile units, include segments on missing and exploited children. OJJDP also supports the Child Abuse and Exploitation Investigative Techniques Training Program at FLETC to instruct law enforcement child abuse investigators in new and innovative techniques. More than 2,500 juvenile justice professionals participated in these training programs in FY 1989.

OJJDP discretionary grants to the National Council of Juvenile and Family Court Judges (NCJFCJ) and the National District Attorneys Association (NDAA) also support training on missing children issues. Relevant topics, for example, the criminal aspects of parental kidnapping, are included on the agendas of their two annual conferences. NCJFCJ and NDAA also conduct several local and regional training and technical assistance workshops each month. NCJFCJ assists with 75-80 training programs annually; similarly NDAA participates in 60 programs per year—all focusing on prosecution of child abuse and sexual exploitation.

The National Center for Missing and Exploited Children (NCMEC) reports training 29,037 juvenile and criminal justice practitioners since its inception. Because of the law enforcement practice of rotating personnel assignments, the need for training is ongoing. For example, during its work on a recent missing child case, the NCMEC attempted to establish a liaison within the police department investigating the case. The Center had previously provided extensive training in the department. However, not one of the officers trained by

the National Center was still assigned to the unit handling missing child cases. *Such turnover is not uncommon and underscores the importance of maintaining quality training programs.*

RECOMMENDATION 7: Schools should be responsible for both transferring and receiving student records from old schools to new schools so that concealing missing children will be more difficult. In addition to school records, birth records should be included in the transfer.

Congress addressed this recommendation in its 1988 amendments to the Missing Children's Assistance Act, which now requires that the "OJJDP Administrator" provide State and local governments, public and private nonprofit agencies, and individuals information to facilitate the lawful use of school records and birth certificates to identify and locate missing children." [Section 404(b) of the Juvenile Justice and Delinquency Prevention Act.]

Already, 14 States—Arizona, Arkansas, Florida, Idaho, Illinois, Indiana, Kentucky, Mississippi, Missouri, Nebraska, New Mexico, Oklahoma, Rhode Island, and Utah—have enacted legislation on flagging records of children reported missing (up from 4 reported by the Advisory Board in 1987). Nineteen States—Alabama, California, Colorado, Florida, Georgia, Idaho, Illinois, Kentucky, Missouri, Montana, Nebraska, Nevada, New York, Ohio, Tennessee, Texas, Utah, Virginia, and Washington—have enacted legislation on cross-checking school records with lists of missing children (up from 0 in 1987). The National Center for Missing and Exploited Children's publication, *Selected State Legislation: A Guide for Effective State Laws to Protect Children*, provides guidance for enacting legislation that responds to this recommendation.

Both practices have demonstrated value for the recovery of missing children. As noted in Recommendation 2, more than 400 children were recovered in Ohio as a result of comparisons made between school enrollment records and National Crime Information Center Missing Persons File entries. In Kansas, alert action by a professional at the Bureau of Vital Statistics resulted in the arrest of the abductor in a parental kidnapping case when he went to the Bureau's office to request his child's birth certificate. The clerk told him it would take a few minutes and he waited while she called the police.

RECOMMENDATION 8: Privacy and confidentiality laws should be modified to allow appropriate persons access to critical information. The police, courts, welfare departments, and schools need to cooperate in the thorough investigation of cases regarding missing children.

A lack of interagency cooperation is likely to impede the expeditious and satisfactory resolution of missing and exploited child cases. Thus, OJJDP initiated the Missing and Exploited Children Comprehensive Action Program (MCAP) to emphasize the need for multidisciplinary information sharing. (See chapter 4 of this Report for a description of MCAP.) MCAP recognizes that each agency—police, schools, social services, and courts—has a fragment of information about many individual children, which, if shared, will provide a more complete picture of the youths' lives. Such well-rounded case histories should result in better case management, more informed decisionmaking, and responsive dispositions. In addition, they will help ensure that agencies work in concert with, not opposition to, one another.

Because agencies have not typically worked together on missing child cases, they often excuse their failure to communicate by citing legal restrictions on information sharing, whether such limitations exist or not. In fact, experience with multidisciplinary efforts is demonstrating that there are more perceived barriers to information sharing than there are legal constraints. Ultimately, mandating cooperative relationships may be as important as permitting access to information.

The Adult Offender

The Advisory Board formulated four recommendations (numbered 9, 10, 11, and 12, as follows) to “address the shortcomings in the way the criminal justice system deals with those who prey upon children” (p. 22). They call for stronger sanctions against adult offenders and increased enforcement efforts.

RECOMMENDATION 9: Crimes of child abuse and exploitation should be promptly investigated and vigorously prosecuted.

With funding from the Office of Juvenile Justice and Delinquency Prevention, the National Center for the Prosecution of Child Abuse (NCPCA), published *Investigation and Prosecu-*

tion of Child Abuse. This comprehensive guide for prosecutors includes discussions of current laws and appellate court decisions.

NCPCA also trains prosecutors involved with child abuse and exploitation cases. Its Basic Training Course for Prosecutors of Child Abuse is offered two to five times per year depending on demand, with as many as 200 prosecutors attending each course. The training covers all aspects of prosecuting physical abuse, sexual abuse, and child homicide cases.

Personnel reductions in the U.S. Department of Justice's National Obscenity Enforcement Unit have hampered its ability to spearhead child pornography investigations. Congressional interest in this area continues, however. Bills have been introduced in both the House of Representatives and the U.S. Senate to create a Bill of Rights for Child Victims and to support improvements in the criminal justice system's response to child abuse and exploitation. As of April 1990, action on these bills is pending.

RECOMMENDATION 10: Judicial sentences should reflect a concern for the continuing health and safety of the child victim, his or her family, and other potential victims.

Several States have enacted laws that provide for restitution for psychological and medical treatment necessitated by victimization. Although all 50 States and the District of Columbia have restitution programs, only 11 States—Alabama, Arizona, California, Colorado, Florida, Iowa, Kentucky, Louisiana, New Mexico, Oregon, and Tennessee—make restitution mandatory. In most of these States, restitution is mandatory only if the offender is placed on probation.

Laws in seven States—Arizona, California, Illinois, Louisiana, Mississippi, Missouri, and North Carolina—prescribe mandatory prison sentences for individuals convicted of specific sexual crimes against children. Unfortunately, such laws may have unintended consequences in cases of intrafamilial sexual abuse. Family members may put extreme pressure on the child victim to withdraw allegations; or the victim may be reluctant to proceed when he or she realizes that the brother, father, stepfather, or other relative faces an automatic prison sentence if convicted.

In addition to courtroom proceedings, the parole hearing gives the criminal justice system an opportunity to show concern for the well-being of the child victim. Most States have enacted

legislation requiring that detailed information be presented to the parole board about the offense, that the prosecutor and the victim be notified of pending parole hearings, and that the victim be permitted to present either written or oral testimony during the parole hearing. The following States do not have any such provisions: Delaware, Hawaii, Maine, Minnesota, Mississippi, New Mexico, New York, Oklahoma, Tennessee, Vermont, Virginia, Washington, and West Virginia.

In spite of this progress, some judicial decisions continue to reflect a lack of education about the nature and impact of child sexual abuse. For example, in a recent Maryland case, a 72-year-old man was convicted of sexually abusing two girls ages 5 and 6. The presiding judge imposed probation rather than a prison term because he concluded that the girls had behaved "seductively." Such reasoning demonstrates the pressing need for a trained and informed judiciary. Judges must be educated about adults' responsibility for their sexual behavior, the inability of minors to give knowing consent, and the inappropriateness and destructiveness of the "blame the victim" mentality. They need access to the best information available about child abuse, molestation, pedophilia, treatment for victims and offenders, and offender recidivism. While training of this nature is increasingly available, many judges do not avail themselves of it.

RECOMMENDATION 11: Certain types of family abductions should be made felonies instead of misdemeanors in order to facilitate interstate extradition.

All States and the District of Columbia have enacted legislation making parental kidnapping and custodial interference felony offenses—at least in cases involving interstate transportation of the child. Two problems—the cost of extradition and the low priority given to parental kidnapping cases—significantly interfere with the successful resolution of such cases. In fact, many parental kidnapping cases are not prosecuted once the child has been recovered. To remedy this system weakness, States should consider (1) establishing laws requiring that the abducting parent reimburse extradition costs to the prosecutor's office; or (2) creating fund pools to pay for the extradition of abductors and return of children taken out of State.

RECOMMENDATION 12: State statutes of limitations on prosecutions of child sexual abuse crimes should be extended, or at least abated during the minority of the victim.

Several States have enacted legislation that extends the statute of limitations for crimes against children. Some States such as Utah and Minnesota have extended their statutes of limitations for reporting the offense. For victims under 16 years of age, Florida law postpones the date for calculating the statute of limitations to the 16th birthday or until the violation is reported to a law enforcement or other governmental agency, whichever occurs earlier. Illinois law allows victims to wait to report child sexual crimes until their 19th birthday or 3 years after the offense occurs, whichever is longer. While this recommendation is directed at criminal laws, civil laws should also be modified to permit child victims to seek civil damages after they reach the age of majority.

Federal legislation has been introduced in Congress to extend the statute of limitations in cases of child abuse or exploitation under Federal jurisdiction. Sponsors of these bills hope that, when enacted into law, such provisions at the Federal level will set an example for States to emulate.

The Child Victim as Witness

The Advisory Board's following seven recommendations address the way the criminal justice and judicial systems treat children. When it formulated these recommendations, the Board noted its concern that, in seeking justice, the systems may inflict further trauma, albeit unintentionally, on the child victim.

RECOMMENDATION 13: The vital interests of the child victim and his or her family should be presented and protected during criminal proceedings by a next friend, guardian ad litem (GAL), or Court Appointed Special Advocate (CASA).

Only Kentucky, Louisiana, Massachusetts, and New Jersey do not make specific reference to either GAL or CASA in their State laws. The other States and the District of Columbia have laws that usually provide such support in child abuse and neglect cases if the perpetrator is a family member. Only 12 States—Alaska, Delaware, Florida, Illinois, Iowa, North Dakota, Oklahoma, Pennsylvania, South Dakota, Tennessee, Vermont, and Wisconsin—appoint GAL or CASA in criminal cases. However, an increasing number of prosecutors' offices are providing this kind of service through victim-witness assistance programs.

The U.S. Department of Justice has supported the CASA program. In FY 1990, OJJDP awarded the CASA Association \$500,000 to continue its nationwide program. The Department of Health and Human Services (HHS) funded three demonstration projects in FY 1988 under its program, Advocates for Children in Criminal Court Proceedings. HHS' program priorities for FY 1990 (see September 18, 1989, *Federal Register*) address the need to analyze and synthesize the findings of these and other projects.

Congress also has recognized the importance of protecting a child's interests in court. The *Congressional Record*, October 21, 1988, states, "The Committee on Education and Labor received compelling testimony showing the need for these services and describing the effective services provided by the Court Appointed Special Advocate (CASA) Program" (p. 11220). In addition, legislation pending as of April 1990, mandates that a GAL will be appointed by the Federal court "at the earliest possible stage of all proceedings where a child was a victim of a crime involving abuse or exploitation" (S. 1965).

RECOMMENDATION 14: Model Federal and State legislation and court rules should be developed to ensure that the child victim is not further victimized by the justice system.

Three organizations that have developed model legislation to protect child victims from inappropriate treatment in the justice system were identified in the December 1987 report of the Attorney General's Advisory Board on Missing Children. Subsequent to that report, the National Center for Missing and Exploited Children published the second edition of its *Selected State Legislation: A Guide for Effective State Laws to Protect Children*. It includes a chapter on "The Child in the Courtroom."

Although an increasing number of States have enhanced the protections afforded child victims in the justice system, the United States Supreme Court has ruled that some of their approaches are unconstitutional. For example, in *Coy v. Iowa*, the Court overturned the conviction of a man found guilty of sexually molesting two 13-year-old girls. The Justices found that Iowa's law permitting the placement of a screen between the defendant and the testifying child-victims violated the defendant's right to confront his accusers.

The National Center for the Prosecution of Child Abuse's *Investigation and Prosecution of Child Abuse Manual* identifies the following statutory provisions enacted by various States:

- Two States allow leading questions of child witnesses. They are: Alabama and California.
- Seven States allow the use of anatomically correct dolls. They are: New Jersey, New York, Pennsylvania, West Virginia, Wyoming, Alabama, and California.
- Eight States allow the child to have a support person in the courtroom. They are: Arkansas, California, Hawaii, Idaho, Michigan, Minnesota, Rhode Island, and Washington.
- Fourteen States permit closed courtrooms. They are: California, Florida, Georgia, Illinois, Louisiana, Massachusetts, Michigan, Minnesota, New Hampshire, North Carolina, South Carolina, South Dakota, Virginia, and Wisconsin.
- Fifteen States allow videotaped interviews of child victims. They are: Arizona, Hawaii, Indiana, Iowa, Kansas, Kentucky, Louisiana, Minnesota, Mississippi, Missouri, Oklahoma, Tennessee, Texas, Utah, and Wisconsin.
- Twenty States require speedy disposition. They are: Alabama, Arkansas, California, Colorado, Delaware, Florida, Illinois, Indiana, Iowa, Kentucky, Michigan, Minnesota, Missouri, New Hampshire, New Jersey, New York, North Carolina, North Dakota, Rhode Island, and Wisconsin.
- Twenty States require coordination between agencies. They are: Arkansas, California, Connecticut, Georgia, Kansas, Kentucky, Michigan, Minnesota, Missouri, Montana, Nevada, New Hampshire, North Carolina, Ohio, Pennsylvania, South Carolina, Virginia, Washington, West Virginia, and Wisconsin.
- Twenty-five States have special hearsay exceptions. They are: Alaska, Arizona, Arkansas, California, Colorado, Florida, Georgia, Idaho, Illinois, Indiana, Kansas, Kentucky, Maine, Minnesota, Mississippi, Missouri, Nevada, Oklahoma, Pennsylvania, Rhode Island, South Dakota, Texas, Utah, Vermont, and Washington.
- Twenty-five States allow closed-circuit televised testimony. They are: Alabama, Arizona, California, Connecticut, Florida, Georgia, Hawaii, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maryland, Massachusetts, Minnesota, Mississippi, New Jersey, New York, Ohio, Oklahoma, Pennsylvania, Rhode Island, Texas, Utah, and Vermont.

- Thirty-six States allow videotaped testimony. They are: Alabama, Arizona, Arkansas, California, Colorado, Connecticut, Delaware, Florida, Illinois, Indiana, Iowa, Kansas, Kentucky, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Mexico, New York, Ohio, Oklahoma, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Texas, Utah, Vermont, Wisconsin, and Wyoming.
- Forty-seven States find the child competent without prior qualification. New York, Rhode Island, and Virginia do not.

The District of Columbia was not included in the NCPCA survey.

RECOMMENDATION 15: Constitutionally valid means of eliciting testimony of children, while protecting them from further psychological damage, should be developed.

As evidenced by the narrative accompanying Recommendation 14, many States have taken steps to make it easier for children to testify in court. *Coy v. Iowa* shows that States may not make a "presumption of trauma to victims of sexual abuse that outweighs the [defendant's] right to confrontation." (Supreme Court of the United States Syllabus, *Coy v. Iowa*, p. I.)

Justice O'Connor's concurring opinion provides guidance for establishing such constitutionally valid protections.

Child abuse is a problem of disturbing proportions in today's society. . . . Once an instance of child abuse is identified and prosecution undertaken, new difficulties arise. Many States have determined that a child victim may suffer trauma from exposure to the harsh atmosphere of the typical courtroom and have undertaken to shield the child through a variety of ameliorative measures. We deal today with the constitutionality of only one such measure, but we do so against the broader backdrop. . . . A full half of the States, however, have authorized the use of one- or two-way closed circuit television. Statutes sanctioning one-way systems generally permit the child to testify in a separate room in which only the judge, counsel, technicians, and in some cases the defendant, are present. The child's testimony is broadcast into the courtroom for viewing by the jury. Two-way systems permit the child victim to see the courtroom and the defendant over a video monitor. In addition to such closed-circuit television procedures, 33 States (including 19 of the 25 authorizing closed-

circuit television) permit the use of videotaped testimony, which generally is taken in the defendant's presence. . . .

While I agree with the Court that the Confrontation Clause was violated in this case, I wish to make clear that nothing in today's decision necessarily dooms such efforts by State legislatures to protect child witnesses. . . . I would permit use of a particular trial procedure that called for something other than face-to-face confrontation if that procedure was necessary to further an important public policy. . . . The protection of child witnesses is, in my view and in the view of a substantial majority of the States, just such a policy. [Supreme Court of the United States, No. 86-6757, *Coy v. Iowa*, Concurring Opinion.]

Justice O'Connor would require a hearing to determine the need for procedures that would supersede the requirements of the Confrontation Clause in order to protect child witnesses. In other words, the presumption of trauma must be proven on a case-by-case basis.

The Potential Child Victim

In addition to suggesting reforms to benefit victimized children and families, the Advisory Board set forth the following four recommendations to prevent children at risk from being missing or exploited.

RECOMMENDATION 16: Public awareness programs should be reviewed both to ensure that children, parents, teachers, and other adults receive a balanced perspective on the issue of missing children and to teach them ways to identify and prevent child abuse, exploitation, and abduction.

As noted in the last Advisory Board report, *Missing and Exploited Children: The Challenge Continues*, published December 1988, public interest in the missing children issue has waned. "The problem itself is no less real, and no less devastating for the children and the families it afflicts, than it was earlier in the decade. But it is no longer accompanied by television movies, cover stories in major national magazines, or other signs of a newly discovered issue that captures public attention and demands an effective response" (p. 1). Thus, public awareness programs are still needed to help Americans realize that children in our country continue to be missing and that the factors causing this very real social problem need to be addressed.

Surveys continue to find that parents in our society are concerned about their children's safety and want access to information on child abuse, sexual molestation, and missing children. A poll conducted by Yankelovitch and Shelly reported that missing/runaway children and child/spouse abuse tied as the second most pressing community problem, ranking only slightly lower than drunk driving (*Advertising Age*, June 9, 1986). A survey conducted by Louis Harris and Associates reported that 86 percent of the respondents were willing to pay higher taxes for programs to trace missing children (*New York Times*, September 25, 1986). A poll by Peter Hart Research Associates reported that parents perceived kidnapping as the second greatest risk to their children (*Washington Post*, January 22, 1988). And, in a national survey of parents, Attitudes on Sexual Abuse Prevention Programs, 80 percent of parents responded that they would be "very likely" to allow their child to attend a sexual abuse prevention program, compared with only 2 percent who said they would be "very unlikely" to permit such attendance (Conte and Fogarty, July 1989).

To improve public awareness and interagency responsiveness to missing children, OJJDP initiated the Missing and Exploited Children Comprehensive Action Program (MCAP). (See chapter 4 of this Report for a description of MCAP.) Initially, two MCAP communities will identify their missing and exploited children problems and establish coordinated responses to them. The program will expand to six communities after it has been field tested and appropriate instructional guides developed.

OJJDP has also been involved in helping children become more aware of protection and safety strategies. Last year, OJJDP awarded a grant to the National School Safety Center (NSSC) to develop curriculum standards that will assist educational institutions in determining what safety-related information should be taught to children and when it should be taught to them. (See chapter 4 of this Report for a description of this NSSC project.) When the standards are completed later this year, it will include chapters on child abuse and neglect, gangs, nonfamily abductions, parental abductions, rape, runaways, sexually transmitted diseases, bullying, suicide, substance abuse, teen parenting, weapons, and latchkey children.

Another innovative child safety curriculum was developed by the Adam Walsh Child Resource Center and the National Center for Missing and Exploited Children with support from Digital Equipment Corporation. The curriculum—*KIDS AND COMPANY: Together for Safety*—targets kindergarten through sixth-grade students and is designed to be integrated into existing programs of study.

Giving children information about these issues has proven to increase their ability to protect themselves. For this reason, a majority of States require that schools incorporate safety information into their curriculums. Only 14 States—Georgia, Idaho, Indiana, Louisiana, Minnesota, Mississippi, Montana, Nebraska, New Mexico, New York, North Dakota, South Carolina, South Dakota, and Wyoming—do not mandate such education.

RECOMMENDATION 17: Training incentives and assistance should be offered to child-serving professionals and personnel in local criminal and juvenile justice systems.

As noted in the December 1987 Report of the Attorney General's Advisory Board on Missing Children, considerable progress has been made toward increasing the availability of training for criminal and juvenile justice professionals. Thirty-three States now require that training about child abuse and sexual exploitation be provided to law enforcement and social services personnel. A few States specifically reference missing children in their training requirements. Only Alaska, Colorado, Georgia, Idaho, Indiana, Louisiana, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, North Dakota, South Carolina, South Dakota, Tennessee, and Wyoming do not mandate such training.

Federal agencies such as the FBI, U.S. Customs Service, U.S. Postal Service, and Federal Law Enforcement Training Center provide training in child sexual abuse and pornography investigations. Such training is offered to State and local law enforcement and criminal justice system personnel, as well as to Federal agents and U.S. Attorneys. OJJDP support, discussed previously in Recommendation 6, has enabled the National Center for Prosecution of Child Abuse and the National Council of Family and Juvenile Court Judges to promote and continue their training programs for their constituencies.

The need for training opportunities such as these cannot be overemphasized, given the large number of professionals in criminal justice, social service, and nonprofit agencies who work with missing children and their families and the turnover rate of persons in those positions. To ensure the broadest dissemination of important state-of-the-art information and the widest application of effective and useful skills, future training enhancements should be directed at trainers from State and local agencies who could incorporate the materials into their own programs. Such an approach has already been implemented for OJJDP's Child Abuse and Exploitation Investigative Techniques curriculum.

RECOMMENDATION 18: Workable guidelines for dealing with cases of missing children should be adopted in every community.

One objective of OJJDP's Missing and Exploited Children Comprehensive Action Program, discussed previously in Recommendations 8 and 16, is to develop a replicable method of establishing community guidelines for handling missing and exploited child cases. Some communities such as Huntsville, Alabama, have already implemented coordinated service programs. There, the Children's Advocacy Center, which organizationally is part of the District Attorney's Office, serves as the focal point for all child sexual abuse cases. Cases are received from the Department of Human Resources, which is the mandated reporting agency, as well as from the Madison County Sheriff's Department and Huntsville Police Department. Victims are seen at the Center as soon as possible after a report has been made. The Center provides a nonthreatening environment for the family, the victim, and social services and law enforcement professionals to meet for the first joint interview. Every effort is made to limit the number of interviews to one or two; however, some cases require more extensive investigation. A staff therapist assists with these cases. The key to the success of the Children's Advocacy Center is its interagency staff. Each gives his or her case evaluation to the prosecutor, who decides whether to prosecute the case.

RECOMMENDATION 19: States should mandate careful screening of people who work with children. Police checks for previous convictions of crimes against children should always be made.

According to the Advisory Board's 1987 report, only 24 States had passed legislation mandating or permitting criminal history background checks of certain personnel working with children. Now, only five States, including Missouri, Montana, South Dakota, Vermont, and Wyoming, do *not* have such legislation. Among the existing statutes are the following:

- Sixteen laws relating to child care and education professionals, volunteers, and others working with children. These laws are the broadest, permitting or mandating background checks of almost anyone who works with children in either a paid or volunteer position.
- Ten laws referring to child care/education and those who work with children. These laws are more narrow, addressing only persons in paid positions.

- Fourteen laws specifically about child care/education personnel.
- Two laws referring to child care/education personnel and volunteers. (National Center for Missing and Exploited Children, *Selected State Legislation*, p. 63.)

To date, no study has been made of the effectiveness or impact of provisions such as these.

Currently, a committee of the National Collaboration for Youth, which represents national youth-serving organizations, is considering a proposal for Federal legislation that would enable individuals who wish to work with children to receive a certificate if their FBI criminal history file does not show crimes against children or crimes that would represent a danger to children. At the same time, however, several advocacy organizations that initially favored conducting criminal history checks have changed their positions. Several years ago, staff of the Kempe Center in Denver testified before the Colorado legislature in favor of criminal history checks; now they are testifying against such checks. Similarly, the National Committee for the Prevention of Child Abuse and Neglect is also on record as opposing background checks. Both organizations cite similar reasons:

- (1) There is very little return for the cost of conducting the search. Existing practices in the criminal justice system allow many persons who victimize children to escape inclusion in data bases that would be checked.
- (2) Use of criminal history checks fosters a false sense of security among parents. Even if they successfully identify past abusive behavior, background checks do not eliminate the need for parents to be alert to the possibility of their children being abused.
- (3) Mandatory criminal history checks generate resistance from organizations and professions that object to such investigations of their members.
- (4) Available information may be incomplete since not every law enforcement agency reports to the FBI National Crime Information Center. Additionally, child abuse registries may be skipped over during background checks because they are kept separate from law enforcement records. Thus, background checks cannot unquestionably ensure individuals' integrity.

Further Research for Protecting Our Children and Families

This section of the 1986 report presented four recommendations for research and action to define government's role in missing and exploited children issues and to test alternative methods of resolving cases.

RECOMMENDATION 20: A study should be conducted to both examine the extent of current Federal involvement in the discovery and return of missing and abducted children and to suggest appropriate modifications. Special emphasis should be placed on examining methods to provide assistance to State and local authorities that lack resources to extradite abductor-parents.

To date, no agency has funded a study of the Federal Government's role in discovering and returning missing and abducted children to their custodial parents. OJJDP's *Annual Report on Missing Children: 1988*, however, offers some information about various Federal departments and agencies that work directly on cases involving missing and exploited children and their families or fund related research and services. In FY 1989, OJJDP announced a new project, *Obstacles to the Recovery and Return of Parentally Abducted Children*, which may provide direction for marshaling resources to extradite abductor-parents. The American Bar Association's National Resource Center for Child Advocacy and Protection was recently awarded a grant to conduct this study.

RECOMMENDATION 21: The potential of combining the criminal case with the dependent/neglect case (i.e., neglected or abused child) should be explored in an effort to resolve the case more quickly and efficiently.

Juvenile and family courts in a number of States hear intrafamilial cases of child abuse/neglect and render dispositions for both adult perpetrators and child victims. Such courts normally do not hear child abuse cases in which the accused adult is not a family member.

RECOMMENDATION 22: Investing in the family court adult criminal jurisdiction as to crimes against children should be explored.

There has been no change since 1987 in the number of States (14) that permit family court jurisdiction over adults who commit crimes against children. Current opinion on the merits of this recommendation is divided. Supporters, such as the National Council of Juvenile and Family Court Judges, believe that family courts are better equipped than other courts to handle the special needs of child victims. They also believe that this practice will help ensure continuity of the cases if the victim responds to being abused by committing status offenses or delinquent acts. Those who oppose the practice, including the National District Attorneys Association, express concern about looser family court standards for determining guilt. They also argue that trying accused adults in the family court reinforces the misperception that crimes against children are less important than other kinds of crimes. They suggest that rather than transferring such cases to the family court, adult courts should become more "friendly" to child victims.

RECOMMENDATION 23: A study should be conducted to probe the relationship between the exploitation and victimization of children and violent and sexually explicit facets of the popular culture such as art, rock music lyrics, and video games.

No formal study has examined this relationship. Recently, however, U.S. Senator John Danforth conducted a special hearing about the impact of popular music on youth and the need for establishing a rating system for records similar to the one used for films. The Parents Music Resource Center was among those that testified and expressed concern about the nature of lyrics that espouse violence, drug and alcohol abuse, and racism. As of April 1990, Congress has not enacted any laws that address this issue.

RECOMMENDATION 24: The President should appoint a permanent Commission on Families and Government. Its tasks should include (1) indepth study of the impact of all legislation and agency regulations upon the families of America; (2) making recommendations to government on issues of policy affecting families; (3) continued monitoring and public reporting about government activities affecting the family; and, (4) developing and publishing a comprehensive family and children's policy for the government.

The 1986 report of the White House Working Group on the Family titled, *The Family: Preserving America's Future* contained specific suggestions for a comprehensive government policy on families and children. The current Administration's Domestic Policy Office is approaching family-related issues on an ad hoc basis.

In December 1987, Congress amended Title XI of the Social Security Act to create the National Commission on Children. The Commission is chaired by Senator John D. Rockefeller IV, of West Virginia. The President, Senate, and House of Representatives each appoint 12 members to the Commission, which has five objectives:

- (1) Review and assess existing knowledge about the status of children and their families.
- (2) Establish measurable goals for improving children's health and well-being.
- (3) Establish priorities for public and private-sector policies and programs.
- (4) Identify strategic steps to develop and implement effective policies and programs.
- (5) Heighten national consciousness of relevant problems and build a strong base of support for implementing promising solutions.

Currently, the Commission is conducting hearings across the country on a variety of issues affecting children. Its final report will be released in 1991, with an interim report due in May 1990.

Summary

Considerable progress has been made toward implementing most of the recommendations made in the Advisory Board's 1986 report, *America's Missing and Exploited Children: Their Safety and Their Future*. Much of this progress can be attributed to the compatibility of the Advisory Board's direction with the goals of such groups as the National Center for the Prosecution of Child Abuse, the American Bar Association's National Legal Resource Center for Child Advocacy and Protection, the National Council of Juvenile and Family Court Judges, National Organization for Victim Assistance, and National Center on Child Abuse and Neglect.

APPENDIX A

OJJDP PUBLICATIONS ABOUT MISSING CHILDREN ISSUES



The following Office of Juvenile Justice and Delinquency Prevention publications contain information about missing and exploited children issues and the programs described in this report. Publications may be ordered by writing to the Juvenile Justice Clearinghouse, Box 6000, Rockville, MD 20850, or by calling the Clearinghouse at 1 (800) 638-8376 or (301) 241-5500 in Metropolitan Washington, D.C.

- Annual Report on Missing Children: 1988 (NCJ 118219)
- Preliminary Estimates Developed on Stranger Abduction Homicides of Children (NCJ 115213)
- First Comprehensive Study of Missing Children in Progress (NCJ 110809)
- Police and Missing Children—Findings from a National Survey (NCJ 109979)
- Sexual Exploitation of Missing Children: A Research Review (NCJ 114273)
- Missing and Exploited Children: The Challenge Continues (NCJ 118218)
- Report on Missing and Exploited Children: Progress in the 80's (NCJ 113586)
- America's Missing and Exploited Children: Their Safety and Their Future (NCJ 100581)

MISSING CHILDREN NONPROFIT ORGANIZATIONS

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The following nonprofit missing children organizations, identified by the National Center for Missing and Exploited Children (NCMEC), provide a range of services to missing children and their families. Services include investigative and technical assistance, written materials, counseling, referrals for legal or psychological support, and training. Inclusion does not imply endorsement by either NCMEC or the Office of Juvenile Justice and Delinquency Prevention.

ALABAMA

Montgomery Area Runaway Youth Services
Address Confidential
Montgomery, AL 36104
(205) 265-2652

Alabama Council for Parenting and
Protecting Children
20 E. Jefferson Davis Street
Montgomery, AL 36104
(205) 265-7838

The National Children's Advocacy Center
106 Lincoln Street
Huntsville, AL 35801
(205) 533-5437

ALASKA

Missing Children of America, Inc.
P.O. Box 670949
Chugiak, AK 99567
(907) 248-7300

Alaska Youth and Parent Foundation
3745 Community Park Loop
Suite 202
Anchorage, AK 99508-3466
(907) 274-6541
(907) 563-7233

CALIFORNIA

Children of the Night
1800 N. Highland
Suite 128
Hollywood, CA 90028
(213) 461-3160

Find the Children
11811 W. Olympic Blvd.
Los Angeles, CA 90064
(213) 477-6721

Believe the Children
P.O. Box 1358
Manhattan Beach, CA 90266
(213) 379-3514

Thursday's Child
Runaway Outreach Program
24100 Hartland Street
West Hills, CA 91307
(818) 710-1181

California Child Abduction
Child Abduction Recovery and Enforcement Council
1950 Sunwest Lane
Suite 300
San Bernardino, CA 92415
(714) 383-3631

Adam Walsh Child Resource Center
7812 Westminster Blvd.
Westminster, CA 92683
(714) 898-4802

International Missing Children Foundation
7084 Miramar Road
Suite 207
San Diego, CA 92121
(619) 236-9894
(800) 872-2273 (out of State)

Kevin Collins Foundation
P.O. Box 590473
San Francisco, CA 94159
(415) 771-8477
(800) 272-0012 (out of State)

Missing Children's Project in California
1084 Avon Avenue
San Leandro, CA 94579
(415) 483-3576

Protect Your Child
P.O. Box 414
746 Bochman Road
San Lorenzo, CA 94580
(415) 276-2350

The Child Assault Prevention Training Center of Northern California
1727 Martin Luther King Jr. Way
Suite 108
Oakland, CA 94612
(415) 893-0413

The Michaela Joy Garecht Center for the Recovery of Kidnapped Children
361 Cornell Avenue
Hayward, CA 94544
(415) 487-7026

Vanished Children's Alliance
1407 Parkmoor Avenue
Suite 200
San Jose, CA 95126
(408) 971-4822
(800) 826-4743

Friends of Child Find of America, Inc.
California Chapter
741 East Street
Suite 257
Woodland, CA 95695
(916) 662-2389

California Child, Youth, and Family
Coalition
2115 J Street
Suite 18
Sacramento, CA 95816
(916) 443-2711
(800) 843-5200

Homeless Emergency Runaway Effort
H.E.R.E.
584 Rio Lindo Avenue
Suite 2
Chico, CA 95926
(916) 891-2794
(800) 223-4373

Ident-A-Child
275 E. Shasta Avenue
Suite 37
Chico, CA 95926
(916) 895-3748

COLORADO

Rocky Mountain Children's Clinic
820 16th Street
Suite 323
Denver, CO 80202
(303) 825-7016

CONNECTICUT

Friends of Child Find
Connecticut Chapter
12 Summit Drive
Burlington, CT 06013
(203) 673-1500

Paul and Lisa
P.O. Box 348
Westbrook, CT 06498
(203) 399-5338

DISTRICT OF COLUMBIA

Sasha Bruce Youth Network
1022 Maryland Avenue NE.
Washington, DC 20002
(202) 546-4900
(202) 546-6807

National Network of Runaway and Youth
Services
1400 I Street NW.
Suite 330
Washington, DC 20005
(202) 682-4114

National Crime Prevention Council
1700 K Street NW.
Second Floor
Washington, DC 20006
(202) 466-6272

FLORIDA

Missing Children's Center, Inc.
160 W. Evergreen Avenue
Suite 120
Longwood, FL 32750
(407) 331-4357

Switchboard of Miami, Inc.
75 SW. Eighth Street
Fourth Floor
Miami, FL 33130
(305) 358-1640

Adam Walsh Child Resource Center
3111 South Dixie Highway
Suite 244
West Palm Beach, FL 33405
(407) 833-9080

The Safe Harbor Runaway Center
3600 Broadway
West Palm Beach, FL 33407
(407) 833-2400

Children's Rights of America, Inc.
12551 Indian Rocks Road
Suite 9
Largo, FL 34644
(813) 593-0090
(800) 442-4673

Missing Children Help Center
410 Ware Blvd.
Suite 400
Tampa, FL 33619
(813) 623-5437
(800) 872-5437

GEORGIA

FIND ME, Inc.
P.O. Box 1612
La Grange, GA 30241-1612
(404) 884-7419

ILLINOIS

National Committee for the Prevention of
Child Abuse
332 S. Michigan Avenue
Suite 1600
Chicago, IL 60604-4357
(312) 663-3520

Believe the Children
P.O. Box 268462
Chicago, IL 60626
(312) 973-5275

INDIANA

Assistance for Victims of Child Theft
722 N. Cleveland Avenue
South Bend, IN 46628
(219) 289-4353

KANSAS

The Lost Child Network
8900 State Line Road
Suite 351
Leawood, KS 66206
(913) 649-6723

The Kansas Missing Children Foundation
P.O. Box 8232
Wichita, KS 67208-0232
(316) 264-0707

KENTUCKY

Exploited Children's Help Organization
720 W. Jefferson Street
Louisville, KY 40202
(502) 585-3246

Ann Gotlieb Search Team
Box 4729
Louisville, KY 40204

LOUISIANA

Believe the Children
6601 Memphis Street
New Orleans, LA 70124
(504) 482-5737

MARYLAND

Missing and Exploited Children's
Association
P.O. Box 608
Lutherville, MD 21093
(301) 667-0718

Survivors of Incest Anonymous
World Service Office
P.O. Box 21817
Baltimore, MD 21222-6817
(301) 282-3400

People Against Child Abuse, Inc.
125 Cathedral Street
Annapolis, MD 21401
(301) 269-7816
(800) 422-3055

MICHIGAN

Friends of Child Find
Michigan Chapter
5555 Conner Avenue
Detroit, MI 48213
(313) 292-4959

Parent Help Line
Runaway Assistance Program
910 Abbott Road
East Lansing, MI 48823
(517) 351-5757
(800) 292-4517

National Child Safety Council
P.O. Box 1368
Jackson, MI 49204
(517) 764-6070

MINNESOTA

Missing Children—Minnesota
1025 W. Broadway
Minneapolis, MN 55411
(612) 572-0456

Children's Rights of America, Inc.
P.O. Box 1444
Willmar, MN 56201
(612) 235-0914

MISSOURI

Synergy House
P.O. Box 12181
Parkville, MO 64152
(816) 741-8700

MONTANA

Friends of Child Find
Montana Chapter
Space 0
737 S. Billings Blvd.
Billings, MT 59101
(406) 259-6999

Tumbleweed Runaway Program, Inc.
300 N. 25th Street
Suite 104
Billings, MT 59101-1320
(406) 259-2558

NEBRASKA

Missing Youth Foundation
P.O. Box 44172
Omaha, NE 68144
(402) 498-0851
(800) 283-6863

NEVADA

Nevada Child Seekers
Chapter of N.C.S.C.
3333 Cambridge Street
Suite 203
Las Vegas, NV 89109
(702) 796-7333

Community, Runaway, and Youth Services
12 W. Taylor Street
Reno, NV 89509
(702) 323-6296

NEW HAMPSHIRE

New Hampshire Network
for Runaways and Homeless Youth
P.O. Box 448
Manchester, NH 03105
(603) 668-1920

Friends of Child Find
New Hampshire Chapter
91 Ruth Avenue
Manchester, NH 03103
(603) 622-4457

NEW JERSEY

Search Reports, Inc.
345 Boulevard
Hasbrouck Heights, NJ 07604
(201) 288-4445

Services for the Missing
15 East Center
Woodbury, NJ 08096
(609) 783-3101

K.I.D. Kids in Danger
P.O. Box 1063
Island Heights, NJ 08732
(201) 244-3028

NEW MEXICO

I.D. Resource Center of Albuquerque
2913 San Mateo NE.
Albuquerque, NM 87110
(505) 883-0983
(800) 332-2443

Ident-A-Child
P.O. Box 6806
Albuquerque, NM 87197
(505) 344-7723

C.H.I.N.S.
1501 North Solano Drive
Las Cruces, NM 88001
(505) 524-7765

Missing of New Mexico, Inc.
Box 2326
Roswell, NM 88202
(505) 623-5260

NEW YORK

Victims' Service Agency
2 Lafayette Street

New York, NY 10007
(212) 577-7700

Children in Crisis
496 LaGuardia Place
New York, NY 10012
(mailing address only)

Cult Hotline and Clinic
1651 3rd Avenue
New York, NY 10028
(212) 860-8533

Institute for Youth Advocacy
Covenant House
460 W. 41st Street
New York, NY 10036
(212) 613-0349

America's Children Held Hostage
30 Stepney Lane
Brentwood, NY 11717
(516) 231-6240

Kid Watch
71106 Koehler Avenue
Ronkonkoma, NY 11779
(516) 585-2548
(800) KID-WATCH

Child Find of America, Inc.
P.O. Box 277
New Paltz, NY 12561
(914) 255-1848
(800) 426-5678

Adam Walsh Child Resource Center
249 Highland Avenue

Rochester, NY 14620
(716) 461-1000
Child W.A.T.C.H.
354 Fayette Street
Elmira, NY 14901
(607) 732-0562

NORTH CAROLINA

North Carolina Center
for Missing Children and Child
Victimization
P.O. Box 27687
Raleigh, NC 27603
(919) 733-3559

Children's Rights of America, North
Carolina
P.O. Box 308
Lenoir, NC 28645
(704) 757-0122

NORTH DAKOTA

Fargo Youth Commission
226 Broadway
Fargo, ND 58102
(701) 235-2147

Youth Works
311 N. Washington
Bismarck, ND 58501
(701) 255-6909

OHIO

Parents of Murdered Children
100 E. 8th Street
Suite 41-B
Cincinnati, OH 45201-2129
(513) 721-5683

Lima Area Child Assault Prevention Project
635 W. Spring Street
Lima, OH 45801
(419) 225-1040

OREGON

National Missing Children's Locate Center
P.O. Box 1707
Gresham, OR 97030-0251
(503) 665-8544
(800) 443-2751

Oregon Child Custody Protection
Association
P.O. Box 1707
Gresham, OR 97030-0251
(503) 665-8544
(800) 443-2751

Hide and Seek Foundation
P.O. Box 17226
3300 Market Street
Suite 14
Salem, OR 97305
(503) 390-7408

Homeward Bound
Confidential Address
Portland, OR

(503) 245-8184
(503) 243-2733

S.C.A.R./Jasper Mountain
1030 G Street
Springfield, OR 97477-4106
(503) 746-3376

PENNSYLVANIA

Friends of Child Find
Pittsburgh, Pennsylvania, Chapter
P.O. Box 10682
Pittsburgh, PA 15235
(412) 241-1234

RHODE ISLAND

The Society for Young Victims
54 Broadway
Newport, RI 02840
(401) 847-5083
(800) 999-9024

SOUTH CAROLINA

Adam Walsh Center
Suite 201
1632 Hampton Street
Columbia, SC 29201
(803) 254-2326

TEXAS

Texas Association for Stolen Children
2900 S. 5th Street

Garland, TX 75401
(214) 278-8615

National Victim Center
307 W. 7th Street
Suite 1001
Fort Worth, TX 76102
(817) 877-3355

Mothers in Action
9408 Eddystone Street
Austin, TX 78729
(512) 258-4413

Texans Against Ritualistic Abuse
P.O. Box 7878
Dallas, TX 75209
(214) 558-2322

VIRGINIA

Parents Against Molesters, Inc.
P.O. Box 3557
Portsmouth, VA 23701
(804) 465-1582

DOVES—Rape Crisis Service
1403 N. Main Street
Danville, VA 24541
(mailing address only)

VERMONT

National Coalition for Children's Justice
2119 Shelburne Road
Shelburne, VT 05482
(802) 985-8458

ChildSeekers, Inc.
P.O. Box 6065
Rutland, VT 05701-6065
(802) 773-5988

WASHINGTON

OPERATION LOOKOUT
National Center for Missing Youth
6912 220th Street SW.
Suite 102
Mountlake Terrace, WA 98043
(206) 771-7335
(800) 782-7335

**Family and Friends
of Missing Persons and Violent Crime
Victims**
P.O. Box 27529
Seattle, WA 98125
(206) 362-1081
(800) 346-7555

WISCONSIN

**Friends of Child Find
Wisconsin Chapter**
R.D. #1, Box 76
Highland, WI 53543
(608) 929-4888

CANADA

Child Find, Nova Scotia
152 Herring Cove Road

Halifax, Nova Scotia, CN B3P-1K7
(902) 453-6633

Child Find, New Brunswick
364 Brunswick Street
Fredericton, New Brunswick, CN
E3B-1H1
(506) 459-7250

Missing Children Network Canada
828 Decarie Blvd.
Suite 201
St. Laurent, Quebec, CN H4L-3L9
(514) 747-4000

Child Find, Ontario
345 Lakeshore Road, East
Suite 309
Oakville, Ontario, CN L6J-1J5
(416) 842-5353

Canadian Centre for Missing Children
1-A Sir Winston Churchill Square
Edmonton, Alberta, CN T5J-0R2
(403) 422-4698

Child Find, Manitoba
P.O. Box 3189
Winnipeg, Manitoba, CN R3C-4E7
(204) 831-5678

Child Find, Saskatchewan
1002 Arlington Avenue
Suite 41
Saskatoon, Saskatchewan, CN S7H-2X7
(306) 955-0070

APPENDIX C

STATE CLEARINGHOUSES

ALABAMA

Alabama Department of Public Safety
Missing Children Bureau
500 Dexter Avenue
Montgomery, AL 36102-1511
(205) 261-4207
(800) 228-7688 (in State)
Contact: Rochelle Baker

ARIZONA

Arizona Department of Public Safety
Criminal Investigation Research Unit
P.O. Box 6638
Phoenix, AZ 85005-6638
(602) 223-2158
Contact: Annette Barnard

ARKANSAS

Arkansas Office of the Attorney General
Missing Children Services Program
Tower Building, Suite 400
323 Center Street
Little Rock, AR 72201
(501) 682-2007
(800) 482-8982 (in State)
Contact: Marilyn Vaughan

CALIFORNIA

California State Department of Justice
Missing/Unidentified Persons
P.O. Box 903417
Sacramento, CA 94203-4170
(916) 739-5114
(800) 222-3463 (in State)
Contact: Ivan Azevedo

COLORADO

Colorado Bureau of Investigation
Crime Information Center
690 Kipling
Suite 3000
Denver, CO 80215
(303) 239-4251
Contact: Carol Clark

CONNECTICUT

Connecticut State Police
Missing Persons Unit
Building 9, Third floor
294 Colony Street
Meriden, CT 06450
(203) 238-6688
(800) 367-5678 (in State)
Contact: Paul Scannell

DELAWARE

Delaware State Police
State Bureau of Identification
P.O. Box 430
Dover, DE 19903
(302) 736-5883
Contact: Rodney B. Hegman

(800) 282-6564 (in State)
Contact: Vivian Tucker

DISTRICT OF COLUMBIA

Metropolitan Police Department
Missing Children Information Center
1700 Rhode Island Avenue NE.
Washington, DC 20018
(202) 576-6771
Contact: Sgt. Ronald Hill

ILLINOIS

Illinois State Police
I-SEARCH
500 Iles Park Place
Suite 400
Springfield, IL 62718-1002
(217) 782-6053
(800) 843-5763 (in State)
Contact: Ronald Ellis

INDIANA

Indiana State Police
309 State Office Building
100 N. Senate Avenue
Indianapolis, IN 46220
(317) 232-8310
(800) 831-8953 (in State)
Contact: Mary Ann Hurle

IOWA

Iowa Division of Criminal Investigation
Wallace State Office Building
Des Moines, IA 50319
(515) 281-7963
(800) 346-5507 (in State)
Contact: Steven Conlon

GEORGIA

Georgia Bureau of Investigation
Missing Children Information Center
P.O. Box 370808
Decatur, GA 30037-0808
(404) 244-2554

KANSAS

Kansas Bureau of Investigation
Special Services Division
1620 SW. Tyler Street
Topeka, KS 66612
(913) 232-6000
(800) 572-7463 (in State)
Contact: Judy Ashbaugh

KENTUCKY

Kentucky State Police
Missing Child Information Center
1240 Airport Road
Frankfort, KY 40601
(502) 227-8799
Contact: Cathy Wilson

LOUISIANA

Louisiana Clearinghouse
for Missing and Exploited Children
Department of Social Services
P.O. Box 3318
Baton Rouge, LA 70821
(504) 342-4008
Contact: Chris Sommers

MAINE

Maine State Police
Criminal Investigation Division
36 Hospital Street
Augusta, ME 04333

(207) 289-3494
(800) 452-4664 (in State)
Contact: Lt. Charles N. Love

MARYLAND

Maryland Center for Missing Children
Maryland State Police
1201 Reisterstown Road
Pikesville, MD 21208-3899
(301) 799-0190
(800) 637-5437 (nationwide)
Contact: Dorothy Brown

MASSACHUSETTS

Massachusetts State Police
Missing Persons Unit
W. Grove Street
Middleboro, MA 02346
(617) 727-8972
(800) 447-5269 (nationwide)
(800) 622-5999 (in State)
Contact: John Murphy

MICHIGAN

Michigan State Police
Prevention Services Unit
714 S. Harrison Road
East Lansing, MI 48823
(517) 337-6171
Contact: Sgt. Sandra K. Thompson

MINNESOTA

Minnesota State Clearinghouse
Bureau of Criminal Apprehension
1246 University Avenue
St. Paul, MN 55104
(612) 642-0610
Contact: Marcia Cummings

MISSISSIPPI

Mississippi State Highway Patrol
P.O. Box 958
Jackson, MS 39205
(601) 987-1599
Contact: Jimmy T. Simmons

MISSOURI

Division of Drug and Crime Control
Missing Persons
Missouri State Highway Patrol
Jefferson City, MO 65102
(314) 751-3313 ext. 178
Contact: Diane Taylor

MONTANA

Missing/Unidentified Persons Clearinghouse
Montana Department of Justice
303 N. Roberts Street
Helena, MT 59620
(406) 444-3817
(800) 332-6617 (in State)
Contact: Bill Erwin

NEVADA

Nevada Office of the Attorney General
Capitol Complex
198 S. Carson Street
Carson City, NV 89710
(702) 687-4170
Contact: Charles Moltz

NEW HAMPSHIRE

New Hampshire State Police
Troop E
P.O. Box 235
West Ossipee, NH 03890
(603) 323-8112
(800) 852-3411 (in State)
Contact: Kim Bossey

NEW JERSEY

New Jersey State Police
Missing Persons Unit
P.O. Box 7068
West Trenton, NJ 08628
(609) 882-2000, ext. 2895
Contact: Lt. Robert Maholland

NEW MEXICO

New Mexico Department of Public Safety
NCIC/NMCIC Coordinator
P.O. Box 1628
Santa Fe, NM 87504-1628
(505) 827-9181
Contact: Patrick Rodriguez

NEW YORK

New York Division of Criminal Justice Services
Missing and Exploited Children Clearinghouse
Executive Park Tower, Stuyvesant Plaza
Albany, NY 12203
(518) 457-6326
(800) 346-3543 (in State)
Contact: James Stanco

NORTH CAROLINA

North Carolina Division
of Victim and Justice Services
Crime Control and Public Safety
116 W. Jones Street
Raleigh, NC 27603-1335
(919) 733-3718
(800) 522-5437 (in State)
Contact: J. Mark Munden

NORTH DAKOTA

North Dakota Clearinghouse for Missing Children
North Dakota Radio Communications
P.O. Box 5511
Bismarck, ND 58502-5511
(701) 224-2121
(800) 472-2121 (in State)
Contact: James Lueder

OHIO

Ohio Department of Education
Missing Child Education Program
65 S. Front Street
Room 719
Columbus, OH 43266-0308
(614) 466-6830
(800) 325-5604 (in State)
Contact: Dr. Jerry Klenke

OKLAHOMA

Oklahoma State Bureau of Investigation
Criminal Information Unit
P.O. Box 11497
Oklahoma City, OK 73136
(405) 848-6724
Contact: Susie Bowser

OREGON

Oregon State Police
Missing Children Clearinghouse
107 Public Service Building
Salem, OR 97310
(503) 378-5775
(800) 282-7155 (in State)
Contact: Steven Sasser

PENNSYLVANIA

Pennsylvania State Police
Missing Persons Unit
Bureau of Criminal Investigation

1800 Elmerton Avenue
Harrisburg, PA 17110
(717) 783-5524
Contact: Capt. Roger Peacock

RHODE ISLAND

Rhode Island State Police
Missing and Exploited Children Unit
P.O. Box 185
North Scituate, RI 02857
(401) 647-3311 ext. 237
(800) 544-1144 (in State)
Contact: Lt. Louis B. Clark

SOUTH CAROLINA

South Carolina Law Enforcement Division
Missing Persons Information Center
P.O. Box 21398
Columbia, SC 29221-1398
(803) 737-9000
(800) 322-4453 (in State)
Contact: Dottie Cronise

SOUTH DAKOTA

Division of Criminal Investigation
Attorney General's Office
500 E. Capitol
Pierre, SD 57501
(605) 773-4614
Contact: Tom Del Grosso

TENNESSEE

Tennessee Bureau of Investigation
Special Investigation Unit
P.O. Box 100940
Nashville, TN 37210-0940
(615) 741-0430
Contact: Donna Pence

TEXAS

Texas Department of Public Safety
Missing Persons Clearinghouse
P.O. Box 4143
Austin, TX 78765-4143
(512) 465-2814
(800) 346-3243 (in State)
Contact: Deanna Tidwell

VERMONT

Vermont Department of Public Safety
Vermont State Police
103 S. Main Street
Waterbury, VT 05676
(802) 244-7357
Contact: Sgt. Gloria Danforth

VIRGINIA

Virginia State Police Department
Missing Children's Clearinghouse
P.O. Box 27472
Richmond, VA 23261-7472
(804) 674-2026

(800) 822-4453 (in State)
Contact: Capt. J.S. Conner

WASHINGTON

Missing Children Clearinghouse
Washington State Highway Patrol
P.O. Box 2527
Olympia, WA 98507
(206) 753-3960
(800) 543-5678 (in State)
Contact: Bill Figueroa

CANADA

Royal Canadian Mounted Police
Missing Children's Registry
P.O. Box 8885
Ottawa, Ontario, CN K1G-3M8
(613) 993-1525
Contact: Sgt. John Oliver



U.S. Department of Justice
Office of Justice Programs
Office of Juvenile Justice and Delinquency Prevention

Washington, D.C. 20531

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